

**MISSOURI
HOUSE OF REPRESENTATIVES**

REPORT TO THE SPEAKER

from

**THE HOUSE SELECT COMMITTEE
ON KANSAS CITY SCHOOLS**

January, 1990

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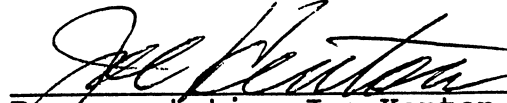
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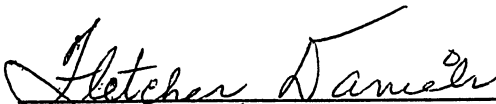
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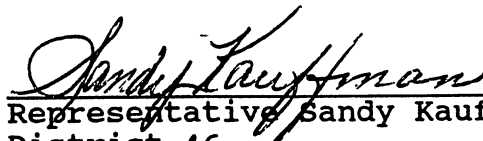
The Honorable Bob Griffin, Speaker
Missouri House of Representatives
State Capitol, Room 308
Jefferson City, Missouri 65101

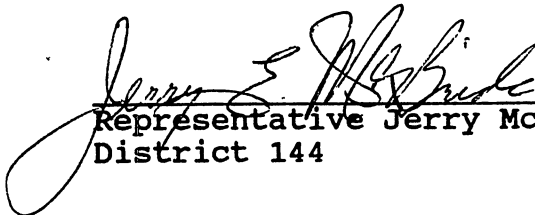
Dear Mr. Speaker:

The undersigned members of the House Select Committee on
Kansas City Schools have completed their charge and
respectfully submit this report.


Representative Joe Kenton, Chairman
District 42


Representative Fletcher Daniels
District 39


Representative Sandy Kauffman
District 46


Representative Jerry McBride
District 144

Representative Annette Morgan
District 41

INDEX

PAGE

Speaker's Charge letter to the Committee	iv
Chairman's letter to the Speaker	1
Conclusion	3
Discussion	8
Governance of the District	8
Financial Accountability	15
Voluntary Interdistrict Transfer Plan	20
Safety Net	32
Summary of Hearings	34
2/14/89	35
2/15/89	37
3/1/89	40
3/8/89	42
3/15/89	44
4/5/89	46
4/12/89	46
4/19/89	50
7/6/89	53
7/12/89	55
9/14/89	57
10/5/89	60

INDEX OF APPENDICES

<u>APPENDIX</u>	<u>REPORT REFERENCE PAGE</u>
A Chairman's letter of 2/22/89	1, 53
B Prefiled Legislative Proposals	2
B-1 HB 994	14
B-2 HB 995	27, 28
B-3 HJR 32	18
B-4 HJR 33	32
C KCMSD Board Survey	10
D Letter from Lee's Summit Superintendent	22
E Letter from North Kansas City Superintendent	22
F Committee Survey of out-of-state schools regarding non-minority suburban students attending city schools	5, 24
G KCMSD Levy and Bond Elections	9
H <u>Simmons Political Report Article</u> regarding four-sevenths rule	15
I Suburban district responses to legislative proposals	26, 54
J Projections for suburban minority enrollment	27, 54, 56
K Credit for prior teaching experience in suburban districts	30, 62
L <u>Phi Delta Kappan</u> article	30, 62
M Articles: "Why the Decline in Minority Teachers", "The Impact of Historically Black Institution on the Supply of Black Teachers"	30, 62
N Letter to witnesses prior to 2/14/89 hearing	35

O	Letter to witnesses prior to 2/15/89 hearing	38
P	Letter to witnesses prior to 3/1/89 hearing	41
Q	Independence VITP	41, 55
R	Letter to witnesses prior to 3/8/89 hearing	42
S	Speaker's and Chairman's letters to the court regarding the legislative process	44
T	Letter to witnesses prior to 3/15/89 hearing	44
U	Letter to witnesses prior to 4/5/89 hearing	46
V	Ft. Osage Superintendent's remarks	50
W	Dr. James Hazlett's written remarks	51
X	Ms. Robbie Tyler's written remarks	51
Y	Maps of suburban school districts in KC area	54, 56
Z	Written remarks of Sue Fulson, Dr. Julia Hill, and Joyce Stark	61
AA	KC <u>Star</u> article regarding tax abatement in Kansas City	63
BB	Memo from KC Superintendent to staff regarding inquiries	13
CC	Projections (1993) for KCMSD Minority Students into Suburban Districts to help achieve 60:40 ratio	3

OFFICE OF THE SPEAKER



BOB F. GRIFFIN
314-781-2700

STATE CAPITOL
JEFFERSON CITY, MISSOURI

MISSOURI
HOUSE OF REPRESENTATIVES



February 2, 1989

Representative Joe Kenton
House Post Office
State Capitol
Jefferson City, MO 65101

Dear Joe:

I am as of this date appointing you as Chairman of a select Committee composed of yourself and Representatives Annette Morgan, Fletcher Daniels, Sandy Kaufman, and David Rauch, to work with a similar Committee from the Senate appointed by Senator Jim Mathewson, to research and study the issue of school desegregation as it relates to the Kansas City School District and to report your Committee findings and recommendations to the full legislature, Governor Ashcroft and the Department of Education. I would ask that you work in conjunction with Dr. Robert Bartman, Commissioner of Education, and Governor Ashcroft's Task Force on the same subject and not in conflict therewith.

Assuring without argument, that all children have a Constitutional right to equal educational opportunities and that it is the responsibility of the Executive and Legislative branches of Government, through programs established and funded by it or political subdivisions they establish to assure fulfillment of that right.

Now therefore, I would ask that your Committee strive to attain the following purposes:

1. Clarification of court established goals and criteria.
2. Clarification of legislative responsibility from present to future.

3. Are present programs working to meet court established goals?

A. If 'Yes'

- I. Time table for accomplishment.
- II. Duration of desegregation costs to state.
- III. Estimation of annual projected cost to state.
- IV. Guidelines for evaluating success or failure.

B. If 'NO'

I. Legislature's responsibility in other voluntary or ordered approaches such as:

- a. state takeover
- b. dissolution and distribution of district to others
- c. incentives to suburban districts to take city

students

- i. guidelines
- ii. criteria
- iii. what happens to residue of core districts

students

d. others

II. Payment of costs of each of above.

4. Determine continuing responsibility and options of legislature when voters of a district do not vote adequate levies or bonds.

Please be advised that I do not consider it to be the proper role and purpose of this Committee:

1. To question authority of court or constitutionality of orders.

2. To consider equity of court's orders.

3. To rehash history.

4. To establish blame.

5. To advocate or oppose the position of any litigant.

6. To question distribution, source or adequacy or money for any purpose.

7. To discuss if "racial integration is an integral part of adequate education" or if "adequate education is an internal part of racial integration."

8. To determine rights or relative rights of anyone.

9. To determine if money is being spent wisely, accountably, or effectively.

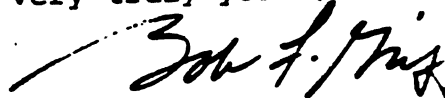
I have every confidence that your Committee, working with the

Representative Joe Kenton
February 2, 1989
Page 3

Senate Committee, will address those issues herein described
report as expeditiously as possible.

Thanking you in advance for your willingness to accept this
tremendous responsibility, I remain,

Very truly yours,

A handwritten signature in black ink, appearing to read "Bob F. Griffin", written over a horizontal line.

BOB F. GRIFFIN
SPEAKER

BFG:sm

cc: Committee Members
Senate Jim Mathewson
Steve Bauer

(date)

The Honorable Bob Griffin, Speaker
Missouri House of Representatives
State Capitol, Room 308
Jefferson City, Missouri 65101

Dear Mr. Speaker:

On February 2, 1989, you appointed this Select Committee to examine the Kansas City School District and report recommendations to you. You charged this committee with specific areas of responsibility and specified large areas of activity which were beyond the scope of its responsibilities. Your letter of February 2, which is included in the beginning of this report, was interpreted by the committee members to mean that our concerns were to be directed toward what could be done legislatively in the future with examination of the past and present only to be used as background for these recommendations. Further, we were to steer clear of the actual educational and administrative operation of the district and not make recommendations in conflict with court-ordered remedies.

The Select Committee has listened to comment and testimony from representatives of the Department of Elementary and Secondary Education, past and present school board members and superintendents from the Kansas City and suburban school districts, educators, attorneys, representatives of the Attorney General's office, members of the Desegregation Monitoring Committee, representatives of teachers' unions, and patrons of the Kansas City School District and suburban districts. All information provided to the Committee by these interested persons was greatly appreciated by the committee members.

The members of this Committee must be commended for working together to carry out your charge and for developing feasible recommendations and areas of concern which resulted in a four-part legislative package. Furthermore, without the support of House Research this project could not have succeeded.

Because many will read no further than the beginning of this report, we chose to make our recommendations at this point and continue the narrative later. Over thirty suggestions were offered as to action that could be taken (see Appendix "A"). Those and many others were considered by the committee. There is a consensus among the committee

members that the following four areas are of key legislative concern:

1. **Governance of the District** (retaining a democratic system of local control through an elected board of education in Kansas City while ensuring an opportunity for quality education for all children in the district;
2. **Financial Responsibility** (a different, ongoing method for funding court ordered programs in the Kansas City School District);
3. **Voluntary Interdistrict Transfer Plan** (a voluntary interdistrict transfer of students and voluntary creation of educational programs to approach the court ordered 60:40 racial goal in the Kansas City School District); and,
4. **Safety Net** (a method for maintaining the quality of education in all school districts prior to reaching a crisis situation).

Legislation addressing these four areas of concern has been filed for the 1990 legislative session and appears at Appendix "B" of this report. Committee members signing this report may not have cosigned all four proposals in the legislative package.

Sincerely,

Joe Kenton, Chairman

CONCLUSIONS

We believe that fundamental principles of democratic government should not be sacrificed. Our recommendations would preserve election of the Kansas City school board by the voters of the district and governance of the district by that board, so long as the board members motivate the community to support an adequate and constitutionally viable educational system.

In that same sense, the voluntary interdistrict transfer program (VITP) was developed and is included as a matter of integrity on the part of the committee to attempt to approach the court ordered racial balance in the Kansas City district. Though the VITP, when fully implemented, is designed and calculated to allow for the voluntary transfer of the needed number of minority children to the suburban school districts to achieve the court ordered 60:40 racial ratio (see Appendix CC), when the VITP is on stream it is possible it may not actually motivate transfers of that magnitude, any more than magnet schools have attracted significant numbers of suburban school children to the Kansas City schools or from the suburbs to magnet schools in the other districts around the nation. Since the VITP is a voluntary program, and because most parents, including those of minority children, do not want their children treated as statistics in achieving the 60:40 racial balance or any other agenda, especially when it means shipping some of them

as far as 35 miles each way and involving several hours on buses daily, participation here may also be insignificant. However, to be able to target and implement the ultimate restoration of a top quality school system, it is critically important that the state makes the voluntary interdistrict student transfer program available, is willing to fund fully the added costs, demands quality in the programs prepared and executed, and enthusiastically supports this option. Until other proposed solutions have fallen by their own weight, the atmosphere will not allow internal, acceptable solutions to be pursued. For good or for ill, we remain the "Show Me" state.

It would appear that each school district presently under court order now or in the past differs substantially. When we checked with the United States Department of Justice, we received a list of 235 school cases which resulted in orders requiring implementation of desegregation plans in 506 separate school districts. Most of these cases were initiated in the late 1960's or early 1970's. Of the 506 districts, approximately 335 were still under court order and are monitored by the Department of Justice.

We could find no school district parallel to Kansas City in enrollment, problems, urban-suburban mix, or court ordered remedies but we did find districts with students predominately minority and districts with a long history of magnet school programs. School districts with magnet school programs which were contacted include Baltimore City,

Baltimore County, Boston, Buffalo, Detroit, Indianapolis, Los Angeles, Milwaukee, Montgomery, Newark, Omaha, Pittsburgh, Rochester, and San Diego. It turned out that only Buffalo, Rochester, and Milwaukee have magnet school programs which involve districts outside the center city (suburban or outside school district). Of those the following was reported:

1. Buffalo has had magnet schools operating in the city district for 13 years. In the 1989-90 school year, 96 of the district's 46,611 students were non-minority students from suburban districts attending Buffalo magnet schools.
2. Rochester, New York, has had magnets operating in the school district since 1979. In the 1989-90 school year some 300 suburban non-minority students transferred into the magnet schools. The district has an enrollment of approximately 32,300 students.
3. In Milwaukee, Wisconsin, the transfer plan first implemented in the 1976-77 school year resulted in about 1000 non-minority suburban students transferring into the city system. Milwaukee's total enrollment is 97,085.

It is important to discuss "white flight" briefly. Even though racism and its results probably influenced decisions of many parents, there is nothing ominous or unnatural for parents, regardless of race, social status or individual means, to want the best possible for their

children. As a state and as a nation we should demand the same. In fact the American scene at times has been characterized as parents wanting their children to start in life where the parents left off in the climb for security and status. Education is generally recognized as a key ingredient for utilization of opportunities. Therefore, as the quality of education in the Kansas City School District declined, it is no wonder that many families who could manage it moved from the district or remained residents of the district but removed their children from the school system. As families and their children leave the district schools, the base of support for public education weakens. It is a fact that the majority of parents who can enroll their children elsewhere are non-minority, even though many minority parents also choose to live in suburban school districts. The proposed voucher system and school "choice" programs demonstrate the desire to flee from inferior school districts. Many students who cannot afford the move or choose not to make the formal move, attend suburban schools illegally. One of the continuing challenges of suburban administrators is to identify non-resident students attending schools in the suburban districts, students whose families do not pay the local tax effort and whose attendance imposes unfair burdens on the local taxpayers.

While we have been unable to obtain hard data to know the true extent, flight of children from the district schools is not limited to family movement to the suburbs.

Dr. Garcia estimated that 12,000 resident, non-minority students in Kansas City are enrolled in private or parochial schools. For many families this presents an extreme financial burden but children are priority in our nation and in our homes. We think increased local responsibility and accountability will help generate a school program that will reattract these resident children as students and help approach the court ordered racial balance and of itself make for a better school district.

While enactment of the four part legislative package may not draw many families that have moved out of the school district back to it, we believe it is essential that substantial efforts to improve the quality, efficiency and accountability of education in the Kansas City School District be encouraged aggressively and supported wholeheartedly by the Legislature, the Governor and the Department of Elementary and Secondary Education because the children are entitled to it. Further, we believe this will eventually draw non-minority resident children back into the schools, significantly effect the racial balance and regain the support of a majority of the entire community. In fact, we conclude that this is the only voluntary program that will ever work.

DISCUSSION

GOVERNANCE OF THE DISTRICT

Article IX, Section 1, of the Missouri Constitution gives the General Assembly the responsibility of establishing and maintaining the public schools of the state. To meet this responsibility, the legislature has established a system of local school districts and has delegated to their school boards the responsibility for local elementary and secondary education, the authority to govern education, and the authority to propose operating and bond levies and to set debt service levies within the local districts.

Until 1969 the Kansas City Missouri School District (KCMSD) was a six director district with all six board members elected for staggered six year terms. A board candidate was only required to be a resident in the state of Missouri for one year next preceding election, a resident taxpayer of the district and at least thirty years of age. School board candidates were selected by Democrat and Republican Party Committees and cross-endorsed. There were no contested elections. All candidates ran at large and were voted on by all registered voters within the district.

In 1967 and 1969 the law was changed. The Kansas City board was changed to its current nine members of which three run at large and the others are elected from one of the six sub-districts into which the district is divided after each

United States decennial census. Kansas City Board members now serve four year terms.

Only registered voters in the sub-district can vote for candidates from their sub-district. This has increased provincialism on the board and has been the subject of many stories in the press. It appears to influence awarding of contracts, hiring of employees, placement of employees and numerous other operational activities of the board. These decisions often are not being made on a basis of district-wide interest.

Since 1969 the need to comply with Brown vs. Board of Education, substantially meaning providing schools of equal physical and instructional quality for all children, has been seriously hampered by lack of funds to carry out compliance. Since 1970, the board has never been able to lead the citizens to a successful vote to increase the operating levy and efforts were made in that same year, 1971, 1974, 1983, 1986, and 1987 without success. During those same 20 years no increase in the bond levy for the schools was voted though efforts for funding capital improvements were made three times in 1969 and again in 1987. (See Appendix "G".)

Buildings deteriorated; class sizes increased; instruction materials declined; teachers salaries were virtually stagnant. The district has had eleven different superintendents since 1969 with five changes since 1982. Since April of 1989, three assistant superintendents, a

deputy superintendent, the head of the districts' communications department, and numerous other top level administrators have resigned. The district lost its AAA rating in 1977 and it was not regained until 1986; staff morale withered; student interest waned; community support disintegrated.

The Governor's Task Force reported that its members sent a questionnaire to all of the KCMSD board members regarding management of the district. According to the Task Force report, persons identifying themselves as board members rated themselves at 2 or 3 on a scale of 1 to 7, or at "low" or "very low" in nine of eleven areas. The school board results of the survey appear at Appendix "C" of this report. It should be noted that the KCMSD board members who appeared before this House Select Committee said they did not complete the Task Force Questionnaire and did not know where the ratings originated.

To provide a comparison, this select committee distributed surveys (asking the same questions which the Governor's Task Force used) to the twenty members of the House of Representatives who had previously served on school boards without any further explanation of the questionnaire. The legislators were to rate the performance of the boards on which they had served at the time they served. Using the same 1 to 7 scale as the Task Force, the legislators rated themselves at 5.9 or 6, or "high".

No area of school district concern has inspired more suggestions than action pertaining to the KCMSD Board. The Governor's Task Force recommended that the General Assembly cause an election to be held to determine whether the voters of Kansas City want to retain the current board or replace the board with nine new members appointed by the State Board of Education to serve a five year term. No action has been taken on this and we believe it is too radical, abandons the democratic process, and will not be acted upon. A bill providing for recall of school board members has been introduced in the House this year.

Several variations on the Task Force theme have been suggested to this committee as alternative solutions. The committee members have discussed these possible alternatives, including:

1. Eliminate districts in election of school board members and have all members elected at large;
2. Have school board members appointed by the Governor, the State Board of Education, or other government official;
3. Have a new school board elected or appointed from district citizens;
4. Have a new school board elected or appointed from persons outside the district;
5. Have school board responsibilities transferred to the State Board of Education;
6. Have school board responsibilities transferred to

a new or existing entity, other than the State Board;

7. Change the board members' terms of office;
8. Make school board members subject to recall elections;
9. Pay salaries to school board members;
10. Transfer all board and administrative authority and responsibilities to the State under the Department of Elementary and Secondary Education; and,
11. Limit any changes in school board or school management to a period of years.

Eight states (New Jersey, Arkansas, Georgia, Kentucky, Ohio, South Carolina, Texas, and West Virginia) currently have laws allowing the state to takeover school districts which are deemed "academically bankrupt". Academic bankruptcy is indicated when a school district suffers from corruption, fiscal mismanagement, chronic disrepair of school facilities, and continually low student test scores.

While the conditions which recently resulted in a state takeover of the New Jersey City school system are or have been present in the KCMSD, it is not the intent of this committee, at this time, to take the element of democratic representation out of the KCMSD board selection process. This committee acknowledges the aforementioned problems of the Kansas City School District and the resulting loss of confidence in the school board. However, it is the consensus of this committee that the tradition of local

control of schools should be maintained in Kansas City through election of school board members by the people of the Kansas City school district.

Members of the Kansas City School Board frequently complained about being harassed by various officers and agencies of the state, the press and the public to the extent they could not properly take care of their business. Regardless of the right others may have to know what is going on in that school system we tried to take as little of their time as possible. It should be noted that only the Kansas City Board President and the Kansas City Superintendent agreed to testify at committee hearings and then cancelled their appearances, though each did testify later; that answers to the few committee requests for data, when answered at all, were invariably buried in reams of data rather than extracted and made clear and understandable to committee members; that a request that all five committee members be put on the mailing list to receive copies of the districts publications, District Report, Board Report, Special Delivery, Brief-in-Brief, and Update, was honored intermittently for one or two months and then not at all; that a February 1, 1989 memo from the Superintendent (see Appendix BB) ordered inquiries be filtered through district in-house counsel before responding.

This committee has discussed at length an alternative method for election of school board members in Kansas City. This alternative seeks to decrease provincialism, yet

continue to provide representation from all geographic areas of the district. It would require a member to be a resident of one of the six subdistricts, but would provide for election at large. Each subdistrict would then have a resident on the board but the resident would be one who represents the needs of the entire district. House Bill Number 994 which appears at Appendix "B-1" of this report illustrates this alternative. It was not sponsored by all members of the committee.

FINANCIAL ACCOUNTABILITY

As discussed above, the KCMSD has not passed a levy increase or bond issue since 1969. As a result, the Kansas City district has had the lowest tax rate in Jackson County for many years. One witness told this committee that had the KCMSD approved levy increases to reach the Greater Kansas City average, the district would have received approximately 10 to 13 million dollars in additional revenues in each of the past twenty years.

In 1988, the voters of Missouri approved a constitutional amendment which lowered the requirement for bond-issue approval from a two-thirds majority to a four-sevenths majority on some election dates. A recent article in the Simmons Political Report refers to a report from the Missouri School Board's Association which indicates that school districts have found it easier to pass bond issues since the four-sevenths rule went into effect. According to the article, which can be found at Appendix "H" of this report, a total of seventy-five issues were submitted to school district votes from August 1988 to April 1989. Sixty-five percent of those were approved. These bond issues will fund an estimated \$167 million in projects. Despite these recent successes, since the four-sevenths rule went into effect, the Kansas City School District has not put a bond issue proposal to the voters.

The delegated authority to operate local school districts does not come without a responsibility to provide

a quality education to the students of the district. The failure to pass levy increases and bond issues in the KCMSD has resulted in a failure to live up to this responsibility.

The Kansas City district has suffered for years from inadequate funding which has resulted from the voters lack of financial support for the district. The district has suffered from deterioration and dilapidation. This was evident from the district's loss of its AAA rating and became more evident in the disrepair of schools in the district. The district has suffered from two teachers' strikes, embezzlement of district funds, and poor student achievement. State audits and the media have pointed out numerous problems with financial controls in the district.

When Judge Clark of the federal district court issued his remedial orders in the Kansas City case, he required improvements to be made so that the district could again provide a quality education to its children. The orders have been extensive and expensive. The capital improvements orders amount to over 200 million dollars. The entire desegregation plan will cost over 516 million dollars.

As a part of his orders, Judge Clark attempted to fund this, the most extensive desegregation plan in the country, through a property tax increase and an income tax surcharge on the residents and workers in the KCMSD. The income tax surcharge was struck down by the Eighth Circuit Court of Appeals. The Court of Appeals upheld the property tax increase, and, in fact, authorized the school board to

certify an even higher property tax levy, subject to annual court approval. The school board has not acted on the Court of Appeals' authorization. The current levy stands at \$4.00 on each \$100.00 assessed valuation.

The property tax issue has been appealed even further by the State to the United States Supreme Court. Oral arguments were heard by the Court in this case on October 30, 1989. At the writing of this report, the Court had not issued its decision. There is a procedural issue which may be the basis for the Court decision and which would allow the Court to bypass a decision on the constitutionality of the court ordered property tax increase. However, regardless of the outcome of this case, the State of Missouri will be left with financing the bulk of the desegregation plan, as has been the case to date.

The federal district court has already held that the State and the district are jointly and severally liable for the desegregation remedy. The irony of the State's appeal of the property tax issue is that if the State should prevail in the Supreme Court, and the property tax increase is struck down, the State will be required to pay any amount of the remedy which the district cannot fund. This means that the amount of revenues from the property tax increase, some thirty million dollars per year, could be added to the amount now being paid by the State. Attorney General William Webster has said that the State decided to appeal

because of the principle of the matter, despite the risk of being required to fund more of the remedy.

The problems of the district and the great portion of the remedy being paid by the entire state has resulted in a growing demand by the people of the state for accountability in the Kansas City district. Representatives of the school district have objected to any proposals which would take away local control but have failed in their efforts to exercise local responsibility through successful local funding efforts. This results in little or no accountability for how these funds, paid by taxpayers beyond the district, are being spent. This is not sound business and it is not sound government.

In an attempt to restore accountability and concern for value received, this Select Committee has discussed a proposal for a constitutional amendment which would allow the General Assembly to step in by passing a statute imposing needed tax increases in the Kansas City School district, if the voters of that district do not vote a tax increase sufficient to pay for capital improvements and additional operating programs ordered by the court. A proposal to this effect has been prefiled as House Joint Resolution 32 which appears at Appendix "B-3" of this report. All members of the committee did not sponsor HJR 32.

It is the nature of people to spend with greater concern and to demand stricter accountability when the money

spent is their own. The constitutional amendment, HJR 32, is an effort to utilize this human characteristic. This proposal is an attempt to reinstate democratic processes. The principles of the democratic process will still be exercised through the approval by the voters of the constitutional amendment, through the legislative process which must be involved in passing any such measure to increase the taxes in the General Assembly and through a school board emphatically accountable to its constituents.

VOLUNTARY INTERDISTRICT TRANSFER PLAN

In his order of June 5, 1984, Judge Russell Clark dismissed the suburban school districts from the Kansas City desegregation case, because he found that they had not violated the Constitution under standards announced by the United States Supreme Court in Milliken v. Bradley, 418 U.S. 717 (1974). However, the suburban districts have been encouraged by the Federal District judge to participate in any voluntary interdistrict transfer plans which may be implemented in order to help the KCMSD desegregate its schools.

To achieve the court ordered goal of a 60:40 racial balance would require some 10,000 minority children to transfer to suburban schools or some 8500 nonminority suburban children to transfer to the city schools, or some combination thereof.

In his order of June 14, 1985, Judge Russell Clark directed the state to work on a voluntary interdistrict transfer plan by writing the following: ". . .the State of Missouri shall actively seek the cooperation of each school district in the Kansas City, Missouri Metropolitan area in a voluntary interdistrict transfer program." In this order, the judge sets forth certain suggestions for operation and funding of such a VITP.

Since that time, several entities have been attempting to create VITPs which will facilitate more rapid and further desegregation of the KCMSD. The Desegregation Monitoring

Committee has a subcommittee which has developed such a plan and submitted it to Judge Clark for further action. The Independence School District has developed a plan which it submitted to the State Board of Education in July, 1988. In July, 1988, the North Kansas City School District submitted to the State Board a list of conditions under which it would accept voluntary transfers.

It should be noted, though, that several events have taken place since the Judge's June 1985 order which have created fear in suburban district administrators who might help to develop such a plan. The Judge's order for a voluntary interdistrict transfer and dismissal of the suburban districts was appealed by the plaintiffs, who wanted a mandatory interdistrict remedy. The appeals on this issue were not finally decided until the United States Supreme Court denied certiorari in the case in October, 1987. By denying certiorari, the Court upheld the Court of Appeals affirming of Judge Clark's order for a voluntary remedy.

In June, 1988, the attorney for the plaintiffs in the Kansas City case, Arthur Benson, sent a letter to attorneys for several suburban districts stating the following:

"We have no interest whatsoever in any future litigation against any surrounding school district and, consequently, we are not engaging in litigation posturing."

In early August of 1988, Mr. Benson sent another letter to attorneys for the Lee's Summit, North Kansas City, and

Independence school districts with a copy of a complaint he was ready to file. He wrote to the districts that if they did not allow Kansas City students to transfer into their districts in the 1988 school year, he was prepared to file the lawsuit against them. Five days later, he filed Naylor v. Lee's Summit Reorganized School District R-7, et al. The suit alleged that the suburban districts had discriminated against the plaintiff school children for failure to admit them as nonresident students.

This left about ten months, between October 1987 and August 1988, when the suburban districts were not involved in litigation regarding their transfer programs and the Kansas City students. It was during this time that the Independence and North Kansas City districts offered their plans and suggestions for VITPs involving their districts. However, the suburban districts have told this Select Committee that the threat of litigation makes it difficult for them to participate in meetings and discussions regarding interdistrict transfer. Although the Naylor case was resolved by Federal District Judge Stevens in favor of the suburban districts, the case has been appealed by the plaintiffs who are represented by Mr. Benson.

The fear of further litigation on the part of the suburban districts has made it difficult for this committee to obtain input from education officials of the districts. Letters recently received by the Chairman of this committee illustrates this point. (See Appendices "D" and "E".)

These letters were sent by the superintendent of the Lee's Summit School District and the superintendent of the North Kansas City School District in response to the Chairman's request for input on several legislative options. The committee has always been interested in receiving input regarding the educational aspects of its alternatives for legislative action. Yet, the fear of litigation has stifled some of those most qualified to provide this type of input.

Despite the inability to obtain input from some of the suburban districts, this committee has considered several proposals for interdistrict transfer plans. The federal judges have made it clear that they expect the state to encourage participation in a VITP in the Kansas City area. Both Judge Clark and Judge Stevens have mentioned the state's responsibility in this matter. To date the courts have been patient in waiting for the state to develop cooperation in a VITP. In an order issued in January 1988, Judge Clark wrote:

"The court acknowledges progress in achieving the voluntary interdistrict transfer plan has been slow but finds that it is not because of a lack of effort on the part of the state defendants." Jenkins, January 7, 1988 Order at 14.

In the Naylor opinion of January 11, 1989, Judge Stevens may have issued a warning to the state, though, when he wrote:

"While the fact that the state has not yet successfully established a VIT program may be indicative of discriminatory intent, it is only one factor the court must consider." Naylor v. Lee's Summit Reorganized School

District R-7, 703 F. Supp. 803, 818 (W.D. Mo. 1989).

In his January 1988 order, Judge Clark denied the plaintiff school children's motion to require the state to engage in further efforts and activities to achieve the VITP. However, motions are now pending in the case to approve a VITP which has been submitted by the VITP Subcommittee of the Desegregation Monitoring Committee. Also, the plaintiffs in the Jenkins case have filed a motion for an order concerning a VITP with the court. At the writing of this report, the court had not ruled on these motions.

The members of this Select Committee have discussed at length the need for some sort of VITP in the Kansas City area. It is clear that the magnet program alone will not desegregate the Kansas City schools and it is clear that the federal courts are looking for the state to develop a VITP and encourage the surrounding suburban districts (SSDs) to participate in the program.

The committee has surveyed many school districts in this country regarding magnet programs. These districts are experiencing some of the same problems that the KCMSD is experiencing. Magnet schools are extremely expensive and nowhere have they been successful in attracting significant numbers of non-minority students to urban schools from the suburbs. (See Appendix "F" for the results of the committee survey.) The Buffalo, New York, School District has had a magnet program in place for thirteen years. Currently, the

district enrollment is at 46,611 students. Of the total enrollment, only 96 students are non-minority children attracted from the suburban schools to the Buffalo magnet schools. The Rochester, New York, magnet system has been operating since 1979. In the current school year (1989-90) only about 300 suburban non-minority students have transferred into the magnet schools. Rochester enrollment is at 32,300 students. In Milwaukee, only 1000 suburban white students have transferred into the magnet schools. The enrollment is 97,085 and the program is thirteen years old.

The Kansas City district had approximately 514 white students from suburban and private schools enrolled in magnet schools for the 1989-90 school year. However, twenty percent of these students did not stay in the programs past the first two weeks in September. The total enrollment in Kansas City as of September 27, 1989, was 34,850 students. With only a few nonminority students in the magnets, the district cannot meet the requirements for racial balances that Judge Clark ordered for the district. Despite hopes that the number of nonminority children from the suburban districts will increase in the KCMSD magnets, the experiences to date in Kansas City and districts around the country indicate otherwise.

A voluntary interdistrict exchange of students from the Kansas City district to the suburban districts will help facilitate desegregation in a more rapid and, hopefully,

more economical manner. Several witnesses, including attorney Arthur Benson and Assistant Attorney General Michael Fields, told this committee that a VITP which would transfer some 6000 minority students from the KCMSD to the suburban districts would decrease the need for some of the new facilities ordered by Judge Clark for Kansas City. Also, the cost of adding new facilities in suburban areas is expected to be less than the cost of adding new magnets in Kansas City. The VITP, then, would hopefully decrease the cost of desegregation in Kansas City and therefore decrease the cost to the state. A properly developed VITP should cost the state less money than funding capital improvements in the KCMSD and then paying for their continuing operation and maintenance.

In looking at the possibilities for VITPs, the committee decided to survey the suburban districts regarding their current enrollments, their minority enrollments, and how they would handle a state ordered transfer of minority students from the Kansas City district. Many of the districts responded, although some hesitated to answer any questions regarding a transfer plan because of the threat of litigation mentioned earlier. The results of the questionnaires are at Appendix "I" of this report.

At the committee meeting of July 6, 1989, the committee members discussed a chart showing enrollment figures for the suburban districts for 1983 and 1988 and projections for 1993. The percentage differences between the figures for

1983 and 1988 were used to calculate the minority enrollment for 1993. The chart appears at Appendix "J" of this report. The numbers showed a clear trend of minority enrollment increase in some districts, namely, Center, Grandview, Hickman Mills, and Raytown. It was discussed that three of these districts will closely approach or surpass a 30% to 50% minority enrollment in 1993. By 1993, Center will have a minority enrollment of approximately 52.5%, Grandview will be at about 26.2%, and Hickman Mills will be at about 50% minority. The committee members discussed the possibility of excluding these districts from a VITP in order to help them avoid the need to address a desegregation plan themselves because of a transfer of students from the KCMSD.

In United States and Nellie Webb, et al. v. School District of Omaha et al., the Eighth Circuit Court of Appeals addressed a similar situation. The court set forth the following guidelines in that case:

"In schools where the black enrollment is presently below 25%, such enrollment shall not be increased above the 25% level by operation of the plan. This policy will discourage the labeling of additional schools as 'black,' will hopefully discourage 'white flight,' and will further integration in the District.

The ratio of black to white students at schools which presently have a black enrollment between 25% and 35% shall not be significantly increased by operation of the plan, and in any event, the outer limit shall be set at a level not to exceed 35% black enrollment."

House Bill Number 995 which appears at Appendix "B-2"

has been filed by the chairman of the committee to create a VITP. The bill does contain two limitations which will help keep a district from running into segregation problems of its own because it accepts transfers from KCMSD. The first qualification is in Section 7 of the bill. It provides that no VITP will result in any school or classroom having a minority enrollment which exceeds fifty percent. The second precaution is at Section 8 and provides that no district shall be required to have a total district-wide enrollment exceeding twenty percent minority due to compliance with the provisions of the bill. With the twenty percent limitation, approximately 10,000 students could be transferred from the KCMSD to the suburban schools to help meet the court-ordered racial enrollment goal under the terms of House Bill 995.

The committee members also discussed the issue of local control as it relates to a VITP. Some of the proposals which have been presented to the court and to this committee have placed much of the operation of a VITP in the hands of the KCMSD or with the Desegregation Monitoring Committee. The suburban districts, under these proposals, are not left with much administrative control over these plans, and yet the programs would be in their districts, and they would be helping the KCMSD by taking the transferring students.

In the prefiled House Bill 995, local control is preserved by having the suburban districts develop their own educational programs so long as the programs comply with the broad statutory guidelines of the bill. These programs will

be submitted to the Commissioner of Elementary and Secondary Education for certification that they meet the minimal requirements set forth in the bill. The suburban districts will administer their own programs and will receive state funding sufficient to pay all of the added costs of the programs.

School districts will not receive state aid for students they no longer educate; under the provisions of House Bill 995. This funding and incentive issue was discussed by the committee members because some of the proposals submitted contain expensive incentives for the receiving suburban districts and, also, allow the KCMSD to receive state aid for students who transfer out of the district and are no longer a cost for the district.

When discussing the VITP proposals, the committee received suggestions from some witnesses that the plan needed to require transfer of minority teachers into the suburban districts which participate. This concern is reflected in the provisions which must be included in proposed VITPs sent to the Commissioner under the House Bill 995 scheme. However, it is important to note that transfer policies and the small number of minority educators may make this a difficult goal to obtain.

The committee chairman sent letters to several Kansas City area districts requesting information on credit given to new teachers for prior teaching experience in another district. A chart reflecting the results of these

questionnaires appears at Appendix "K" of this report. Most districts responded that they do not give full credit to transferring teachers for their previous experience. This naturally serves as a disincentive for experienced and qualified educators to transfer into these districts. This issue deserves further investigation by the state.

Also important when considering a minority staff requirement is the lack of a significant number of minority teachers from which to choose. The Phi Delta Kappan magazine reported in a June 1989 article that while at one time 18% of this country's teacher force was made up of black teachers, now the figure is 6.9% and is expected to drop to below 5% by 1995. This decline is important when one considers the April 1989 and October 1989 reports in the Regional Spotlight of the Southern Regional Educational Board titled "Why the Decline in Minority Teachers?" and "The Impact of Historically Black Institutions on the Supply of Black Teachers." (These three articles appear at Appendices "L" and "M" of this report.)

As several witnesses told this committee, desegregation of a school district does not happen overnight. However, it has never happened elsewhere without an interdistrict transfer program. A voluntary interdistrict transfer plan will not only help address the racial balance of the KCMSD, but it will help the state comply with the federal court's order, retain control of K-12 in the state, and fulfill the state's responsibility to children. A VITP which has been

refined through the legislative process will be more accepted by the people of Missouri than one forced on the state by the court and will hopefully be effective in helping to provide a quality education to the students of the state.

SAFETY NET

As previously mentioned, the Missouri Constitution gives the General Assembly the responsibility for establishing and maintaining the state's public schools. The legislature has delegated this responsibility to the local school districts of the state and gives these districts the authority to levy taxes and issue bonds (with voter approval) in order to meet this delegated responsibility.

The deterioration and decline of the Kansas City School District since 1969 concerns the members of this Select Committee. Throughout the study of this committee, the committee members discussed the need to make certain that the KCMSD situation is not repeated elsewhere in Missouri.

The committee members discussed several alternatives for providing a "safety net" for the state, its school districts, and, most of all, for its students. House Joint Resolution 33 which appears at Appendix "B-4" of this report has been filed as a proposed safety net.

The provisions of this proposed constitutional amendment would be triggered when the State Board of Education advises the Governor and the General Assembly that the quality of education in a school district is declining to the point of threatening the educational rights of the district's students and that the local efforts are deficient and inadequate to rectify the conditions. At that point, the General Assembly could, by statute, remove the local

school board members from office and provide for its replacement. Another option for the legislature would be to dissolve the board and place the district under the control of the State Board of Education for five years or less.

The proposal would also allow the General Assembly to impose by statute tax increases in the district sufficient to reinstate a quality educational opportunity for the children of the district. This tax increase is not limited to an increase in the property tax because, as witnesses told the members of this committee, if and when this provision is triggered other taxes may be more appropriate to make up this deficiency and because the property tax in some districts is already burdensome upon the taxpayers.

In his charge to this committee, the Speaker of the House requested that the committee "determine continuing responsibility and options of the legislature when voters of a district do not vote adequate levies or bonds." (See Speaker Griffin's letter at the beginning of this report.) The members of this committee considered this to be an important part of their study. The lessons of the KCMSD experience should serve as a warning to all districts of the state and some safety net should be in place to avoid a recurrence of the Kansas City scenario elsewhere.

SUMMARY OF PUBLIC COMMENT

The House Select Committee held twelve hearings or meetings beginning in February, 1989 in order to obtain public comment and input as to what legislative action could be taken to improve the Kansas City schools. At several of these meetings, specific persons were invited to provide information to the committee. At other hearings, the public was invited to give comment.

Notices of all hearings and meetings were widely circulated. Among others, they were sent to Governor Ashcroft, House Speaker Bob Griffin, Senate President Pro Tem James Mathewson, the Attorney General's office, the Department of Elementary and Secondary Education, members of the media, and to Senator Henry Panethiere, who chaired the Senate Select Committee on Kansas City Schools. During the seven months of committee hearings, this list grew to its current 150 entries.

The House Select Committee was interested in obtaining input from educators and board members regarding the possible legislative actions to be taken and the educational impact of those legislative options. At no time did the committee request input from the attorneys representing the various interested school districts (with the exception of Arthur Benson, attorney for the plaintiff school children, who was asked to speak with the committee). It should be noted, however, that many of the suburban districts did send

their lawyers to the committee hearings in lieu of school board presidents or superintendents who had been asked to provide information.

Witnesses were not under oath. We heard much conflicting testimony. All hearings were tape recorded.

What follows is a brief summary of each hearing or meeting. Also included is a list of those persons who appeared before the committee or met with the committee at each meeting. Unless indicated otherwise, all meetings and hearings were held in Jefferson City.

FEBRUARY 14, 1989

Dr. Robert Bartman, Commissioner of Elementary and Secondary Education, and Michael Fields, Assistant Attorney General, met with the committee on this date. A copy of the chairman's letter requesting their appearance appears at Appendix "N".

Dr. Bartman and Mr. Fields provided insight into the history of the Kansas City desegregation law suits. The state is involved in defending not only the Kansas City case but also the St. Louis case. The St. Louis case was filed in 1979. The basis for the state's involvement in the two cases centers around the allegation that the state did not entirely dismantle the dual system (or segregated school system) after 1954 when the Brown v. Board of Education

decision was handed down from the United States Supreme Court calling for such dismantling. (Note: In the sense of local control of education, the court's orders mean that the state did not demand that the local school boards take the action; the court found that the state failed to act and allowed the boards with the delegated authority and responsibility for local education to fail in their efforts.)

Both witnesses discussed the remedy which has been ordered by the federal district court in the Kansas City case. The remedy is divided into three phases as follows:

1. Capital Improvements were to begin in 1985 and continue until 1988. This phase also includes an order designed to help the Kansas City district regain its AAA rating. This phase of the plan was extended by court orders to continue until 1992.
2. Six magnet schools were to be established in 1986.
3. In 1987, a comprehensive magnet school plan was to begin. The target date for completion is the 1992-93 school year. The result of this magnet plan will be that all high schools, all middle schools, and 26 of 50 elementary schools in the KCMSD will be magnets.

It was discussed that, in 1985, a plan which was prepared by the Department of Elementary and Secondary Education (DESE) to be presented to the federal district court was substantially reduced by the Attorney General's

office. The Attorney General's office said that the entire remedy is on appeal and that there is an alternative method for providing for a "unitary system" which would include an integrated student enrollment, integrated staff, and extra curricular enrichment.

The committee was informed that all communications between DESE and the school districts involved are funneled through the Attorney General's office. Any communications among the suburban districts are sent to the attorneys for the districts. Any communication between KCMSD and the suburban districts is funneled through their respective attorneys.

The committee members asked about Attorney General expenditures on the desegregation cases. The committee members were told that this could not be separated from other office expenditures. (Note: Attorney General William Webster has asked for \$500,000 for outside counsel desegregation efforts for the next fiscal year and \$500,000 was appropriated for 1990, \$765,523 in 1989, \$965,523 in 1988, and \$415,523 in 1987.)

FEBRUARY 15, 1989

Arthur Benson II, counsel for plaintiff school children, met with the committee on this date. A copy of the chairman's letter to Mr. Benson requesting his

appearance can be found at Appendix "O". Mr. Benson reviewed with the committee members some background on the Kansas City case and also discussed several issues which remained on appeal as of the date of this meeting.

Benson said the plaintiffs' first goal was to integrate quickly the Kansas City district through a plan involving the suburban districts. This goal was modified when the court dismissed the suburban districts from the suit because the judge found that they were not guilty of any constitutional violation.

The court's remedy attempts to address the deterioration of the Kansas City School District in areas which include the physical plant, instruction, academics, and patron support. The court order contains four basic elements. They are: magnet schools; capital improvements; improved instruction; and a required 60:40 racial ratio in the schools with a movement toward that ratio of 2% per year in some schools. These court-ordered goals were originally to be completed in the 1991-92 school year. In 1990, the plaintiffs intend to submit a plan to the court to require desegregation of the remaining schools.

Benson explained that the court is requiring evaluation of the plan by the school district and by the Desegregation Monitoring Committee (DMC). The State Auditor's office is also doing an annual audit of all expenditures of state money for desegregation by the Kansas City district. The 1988 audit will be available in December 1989 or January

1990. In addition, the auditor is currently doing a district-wide audit pursuant to a citizen request. This petition audit will be available to the public sometime around June 1990.

Benson told the committee that the DMC is "an arm of the court". This committee is to gather information, hold hearings, and initially interpret court orders. The interpretations may be appealed to Judge Clark of the federal district court within 5 days.

Several appeals were currently pending in the United States Supreme Court. The Court has granted certiorari on a question involving attorney fees. A series of federal court orders are expected to be before the Supreme Court including the capital improvements order and the property tax order. Not included in what was before the Supreme Court was the question of joint and several liability of the state and the school districts. (Note: The court has found that the state and the KCMSD are jointly and severally liable to the plaintiffs. This has had a great impact on funding of the court-ordered remedy because it means the state must pay any amount ordered by the court to be paid by the district for which the district cannot pay because it has inadequate funds.)

Some issues remain on appeal in the Eighth Circuit Court of Appeals. They include the "year 4 orders" and a procedural issue involving Judge Clark's refusal to allow the state to bring a court reporter into DMC meetings.

The committee members asked Benson when the desegregation lawsuit involving the Kansas City School District would end. Benson said, "It will probably run into the next century." He added that the suit would be over when the district is declared "unitary" as defined by the Supreme Court.

Benson gave the committee some information of the racial composition of the school district and the Kansas City area. He said the population of Kansas City in 1984 was 55% or 56% non-minority. He said that the schools in the Kansas City district are about 75% minority (68.3% black and 6.2% other).

MARCH 1, 1989

On March 1, 1989, the Superintendents and Board Presidents of the North Kansas City, Blue Springs, and Independence school districts were asked to meet with the committee. The Independence district sent its attorney, Norman Humphrey, and Superintendent Robert Henley. Blue Springs was represented by Gene Dexter, Deputy Superintendent. George Feldmiller, an attorney, appeared for the North Kansas City district.

Prior to this meeting, the committee had sent a letter to the suburban districts requesting information on enrollment in the district and projections from the district

as to costs and improvements needed if a transfer program was mandated by the state. (See Appendix "P"). Some of the district representatives did not want to answer some of the questions presented by the committee in this letter. In particular, they were reluctant to answer the questions regarding transfer plans.

The school districts' representatives at this meeting discussed elements that they believed to be important in considering an interdistrict transfer plan. All district representatives at this meeting stressed the importance of establishing and maintaining parental involvement in any interdistrict transfer plan. They also discussed the method of selecting the students to be involved in the program and the need for maintaining existing local standards for admission. There was a consensus among those appearing before the committee that a cross section of transferring students would be necessary. A cross section would help prevent "brain drain" in the sending district and help prevent a sudden influx of students with discipline problems or other special needs into a suburban district not equipped to handle those students.

Dr. Robert Henley of Independence presented to the committee a plan for interdistrict transfer which the Independence district has developed and has offered to the DMC and to the court. This plan, which was proposed to the Department of Elementary and Secondary Education in July, 1988, appears as Appendix "Q" of this report. At the time

of the committee meeting, the Independence plan had not drawn a response from the federal district court, the Commissioner of Elementary and Secondary Education, or from the Kansas City School District. (Note: At the writing of this report, a response has still not been received.)

The committee members were told by the representatives of the suburban districts that the threat of litigation was making it difficult for the districts to cooperate in developing and discussing interdistrict transfer plans.

MARCH 8, 1989

Dr. Eugene Eubanks and Miguel Sancho, who are members of the Desegregation Monitoring Committee (DMC), met with the committee on this date. A letter, which appears at Appendix "R" of this report, was sent to each of the witnesses prior to this meeting requesting that they give the committee input on the following topics:

1. Goals of the court-ordered program;
2. Criteria for judging success;
3. Efforts toward inter-district cooperation;
4. State activity to help achieve goals; and,
5. State responsibilities after a unitary district is achieved.

The committee was told that at some point the court may decide that the district cannot achieve the 60:40 ratio

unless there is a population change in Kansas City. It might be that at that point the judge will look at other factors to see if his orders have been carried out. These factors could include the quality of the physical plant of the Kansas City district as it compares with the suburban districts, the quality of instruction and the quality of materials as they compare with the suburban districts' instruction and materials.

Unless a voluntary interdistrict transfer plan is implemented, the district cannot accomplish the 60:40 goal, according to the DMC. The committee and the representatives of the DMC discussed the 60:40 ratio and the fact that it applies only to some schools. It was discussed that the ratio first appeared in the judge's orders regarding the magnet school program.

The committee members asked those appearing if the court-ordered plan for Kansas City is unrealistic. The question was not answered directly, but the response was that it is more unrealistic to continue to educate children in segregated environments.

The committee members asked about the perception that only the magnet programs and those attending them are benefitting from the court's plan. The committee was told that many of the improvements are occurring in all of the KCMSD schools, for example, the reduction of the pupil/teacher ratio.

The committee members discussed the DMC's efforts to gain cooperation of the suburban districts in a voluntary interdistrict transfer plan (VITP). The committee members asked the DMC representatives to provide the committee with documentation of their efforts in this regard. (Note: this documentation has never been received by the Select Committee.) The committee was told that a subcommittee of the DMC chaired by Mr. DiCapo would be presenting a proposal of a VITP soon to the court. (Note: A proposal was presented to the court in June, 1989. The Speaker and the chairman asked the court not to take any action on the DMC proposal until the legislature had opportunity to address the situation in the 1990 session. See Appendix "S".)

MARCH 15, 1989

At this hearing, representatives of the three Missouri teachers unions were asked to appear before the committee. (See Appendix "T" for a copy of the chairman's letter requesting their appearance.) The following were present and provided information to the committee: Norman Hudson, Kansas City Federation of Teachers (KCF of T); Kent King, Missouri State Teachers Association (MSTA); E. C. Walker, Missouri National Education Association (MNEA); and, Jamie Braden, Kansas City local chapter of Missouri National Education Association.

The educational aspects of desegregation in Kansas City were discussed at this meeting. It was pointed out that desegregation is a responsibility of the State Board of Education but that there has not been a state mandate for desegregation, nor has there been any state sponsored instructional program for desegregating the schools.

The Kansas City district, according to some reports, lost its AAA quality and status as early as 1970 but did not officially lose the rating until 1977.

The committee and the union representatives discussed the subject of teacher turnover in the Kansas City district. Despite figures the committee obtained from publications distributed by the Kansas City district, the union representatives indicated that teacher turnover was about eight percent. (See comments about teacher turnover in meeting of April 12, 1989.)

The committee was told that the teachers in the district need more support from board members and the administration. Often, teachers must proceed without this support in order to accomplish their goal of educating the students.

The committee members were also reminded that the financial emphasis currently being placed on Kansas City and St. Louis schools is having an impact on all districts of the state.

APRIL 5, 1989

The committee invited Sue Fulson, President of the Kansas City School Board, and Terrence Ward, Assistant to the President of H&R Block, Inc., to this meeting. (A copy of the chairman's letter to them appears at Appendix "U".) Notice of their expected appearance was published. Two days before the hearing Ms. Fulson called and said she was out of the state and could not appear. Mr. Ward did attend.

Mr. Ward talked to the committee about the business partnership program which began in the Kansas City district about three years ago. The partnership currently involved 150 businesses, 67 schools, and a total of one-half million dollars in cash and 1.5 million dollars in-kind contributions. Individual businesses are paired with specific schools in an attempt to provide a link between the schools and the business community.

Mr. Ward told the committee that his experience with the district leads him to recommend that the district needs better teachers and better student incentives.

APRIL 12, 1989

Dr. Victor Gragg, Superintendent of the Fort Osage School District, and several members of the Kansas City School Board met with the committee on this date. Among those Kansas City Board members in attendance were: Sue

Fulson, President; Dr. Sandra Walker, Vice-President; James Bonadonna; and Fred Heine. Mary Lou Bates, a KCMSD staff member also attended.

At the request of the chairman, an attorney for the KCMSD who was present was introduced to the committee members. Mr. Allen Snyder, a Washington D. C. attorney who represents the school district, offered to answer questions of the committee members.

On March 22, 1989, the Chairman sent a letter to the KCMSD board members requesting that they respond to several questions when they meet with the committee. The board members were asked to attend the April 5th hearing but Ms. Fulson had canceled her appearance on that date because she was out of the state on personal business. The board members notified the committee that they would attend on April 12th with Ms. Fulson.

The letter to the board asked the board members to discuss the following issues:

1. relationships of the board members with each other and with other groups in the community;
2. bonds, indebtedness, budgets (including attorney fees for desegregation);
3. board relationships with superintendents and superintendent selection processes;
4. efforts and plans of KCMSD to further desegregation by transferring students into and out of the district; and,

5. suggestions for what the state can do to return the district to normalcy.

In discussing board members' relationships with each other and other groups in the city, the board members were asked about the Governor's Task Force Survey. The task force reported that the survey results indicated that the board members rated themselves at 2 or 3 on a 1 to 7 scale, or "low", in effectiveness. President Fulson and other board members present stated that none of the board members answered that survey and that they had no idea where the ratings originated.

Also on the subject of board relationships with others, the board members discussed with the committee their concerns about being criticized by the Attorney General, the General Assembly, and the Governor and told the committee that this type of constant monitoring hampers the board members in carrying out their duties.

The KCMSD board members discussed the Project Management Team which was appointed by the court. This Team, they said, is composed of J.E. Dunn Construction Company, The Allied Companies, Jaramillo and Associates, and Howard-Needles-Tammen & Bergendoff. (Note: This team oversees the capital improvements program in the district and is paid a fee of up to \$12,750,000 or 4% of construction costs, whichever is less, according to a contract executed on July 16, 1987.)

The committee members were told that the KCMSD board is a microcosm of the city and that the board members recognize the racial and economic problems they are facing. Ms. Fulson told the committee that she had observed that a majority of voters in the district will not vote to tax themselves to support a minority school district without a court mandate.

In further discussing district finances, the board members set forth several factors which they thought might change the history of defeat in the district for bonds and levies. Among the suggestions were: a foundation formula change, tax reform, and an end to the attacks of the Governor and Attorney General on the district.

The committee members asked the board members about teacher turnover in the district. It was noted that figures in the district publication, Board Report, from January to December 1988 indicate teacher turnover to be at 24.5%. The board members challenged these figures and said they were not aware of the publications from which they came and that the figures in issues of their own Board Report were not correct.

In discussing attorneys and attorneys fees, the board members said a minor portion of the 1988 attorney fees for the district were paid for desegregation. When asked how much it was costing the state to have the school district's Washington attorney attend this hearing, Ms. Fulson said, "I don't know. You'll have to ask him [Mr. Snyder]."

The board members indicated that the plaintiffs' attorney in the desegregation cases, Arthur Benson, has a priority influence on the board members as they plan for education in the district.

Dr. Victor Gragg, Superintendent of Fort Osage Schools, appeared in response to letters sent to him from the committee and Speaker Griffin requesting information. Dr. Gragg emphasized the need for local control of school districts. He told the committee members that without local responsibility, there can be no local control. In discussing the possibility of a VITP, Dr. Gragg told the committee that the Fort Osage School Board believes that those who wish to take advantage of the benefits of the schools in their district should live in their district and share the "burdens and fruits" of Fort Osage. Dr. Gragg's written remarks were presented to the committee members and can be found at Appendix "V" of this report.

APRIL 19, 1989

Several former KCMSD board members and former superintendents were invited to this meeting of the select committee. Representative Kenton sent a letter to the past board members and superintendents requesting they discuss the following subjects:

1. Board members' relationships with each other and

- with the superintendents;
2. Superintendent selection;
 3. Public perception and support and levy and bond elections;
 4. Warning signs which might have been recognized as indications of problems in the district; and,
 5. Support the state might have given when these problems started to surface.

Mr. James Lyddon, who served on the board from 1974 to 1977 and was president in 1976 and 1977, and Dr. James Hazlett, who was superintendent from 1955 to 1969, appeared at this meeting. (Dr. Hazlett's written comments appear as Appendix "W".) Ms. Robbie Tyler, who was a member of the board from 1970 to 1976 and was president from 1974 to 1976, could not attend but sent written comments to the committee (See Appendix "X"). Mr. Edward Scaggs and Ms. Joyce Stark were invited but did not appear at this meeting.

The committee members discussed the history of the KCMSD board with their guests. It was noted that until 1970, the Kansas City district had a six-person board with three Republicans and three Democrats serving. The candidates were selected by the two party committees and then cross endorsed. There was little campaigning and little publicity involved. The candidates were encouraged and invited to run by their respective parties.

For years, most board members lived in the upper-middle class, southwest part of the city. The select committee was

told that the perception of the community at that time was that these "isolated" board members could not understand the needs and interests of the minorities in the district. In the 1960's the district demographics changed so that by 1970 the black enrollment was about fifty percent. A change in the board election law was proposed, and one argument used was to provide greater area representation.

The select committee was urged to continue to allow for election of school board members. In spite of some perceptions of the current KCMSD, the former board members and superintendents did not favor the possibility of appointed school boards.

The committee members discussed efforts to get qualified board candidates to run for office and were told that many people are discouraged from running for board positions because of the high cost of campaigning and the requirements for extensive disclosure of finances and possible conflicts of interest, all of which are new in the past twenty years.

The committee members and their guests discussed the need for involvement of the entire community in finding board candidates. Also discussed was a plan to involve the community which was developed after the Brown v. Board of Education decision was announced. This plan was developed by UMKC law professor, Robert Freilich, and Dan Levine, a University of Missouri-Kansas City education professor. A series of meetings were held in connection with its

development but the state never participated, the committee was told. The plan was submitted to HEW but was rejected.

The committee discussed bond issues and tax levies in Kansas City and the failure rate of these attempts. One explanation offered for the failure is that the public is sensitive to conflicts in the district, particularly among board members and between the board members and the administration. The public loses confidence in the district and responds to the conflict by voting against levies and bond issues.

JULY 6, 1989

The Select Committee held an executive session on this date to discuss various options for legislative action which had been offered to the committee from several different sources since the committee began its study. The proposals are listed in a memo to the committee dated February 22, 1989 (See Appendix "A"), and could be categorized into the following three areas:

1. The KCMSD board of education and its delegated authority to fulfill the educational obligations of the state within that school district;
2. Financial accountability of the KCMSD to citizens of the entire state for the use of court-ordered

desegregation funds; and,

3. Alternative methods for helping the Kansas City district attain the 60:40 racial balance required by the court.

At this executive session, the committee members limited their discussion to the third subject area, the racial balance issue. To aid the committee with this topic, a chart was distributed to the committee depicting Kansas City area suburban school district responses to questions of the committee. Included in the chart were the enrollment figures for the districts from 1983 and 1988 and enrollment projections for 1993. Also, a map of the area school districts was distributed. (See Appendices "I", "J" and "Y".)

Of the eight alternatives proposed to deal with the third subject area, four were chosen by the committee members for further consideration at a later date. They are as follows:

1. Mandate suburban districts to accept a percentage of black students from the Kansas City district;
2. Change state aid to pay both sending and receiving districts involved in a transfer plan;
3. Develop incentives to encourage suburban districts to accept black city students; and,
4. Have a policy of voluntary enrollment in any district. This has some similarities to a "choice" plan.

The committee members decided to seek input on these four legislative options from a suburban superintendent, Dr. Robert Henley of Independence; the Kansas City superintendent, Dr. George Garcia; and, the Commissioner of Elementary and Secondary Education, Dr. Robert Bartman.

JULY 12, 1989

The aforementioned Dr. Henley, Dr. Bartman, and Dr. Garcia met with the Select Committee in executive session on this date to discuss the four options for legislative action designed to help the KCMSD attain the court-ordered 60:40 racial balance.

In considering the possibility of an interdistrict transfer plan, the group discussed with committee members the capacity of current facilities to handle transferred students. It was thought that a survey of school districts might give the committee the information it needs about this capacity. The group discussed new schools or new equipment provided by the state as possible incentives for accepting transfers of students. Such an incentive is part of the Independence proposal for a Voluntary Interdistrict Transfer Plan (VITP). (See Appendix "Q".)

Dr. Garcia told the committee members that minority teachers and counselors would be needed in suburban districts which accept minority transfers. The group

discussed the fact that the use of specialized programs as incentives to draw students would not be needed as badly in suburban schools as they might be in the city schools.

Some figures and projections were discussed which would have to be considered in proposing any interdistrict transfer plan. First, it has been calculated that to achieve the 60:40 ratio, almost 8500 non-minority students must choose to attend the Kansas City schools or almost 10,000 minority students from Kansas City must choose to transfer to the suburban schools (or some combination thereof). After three years of the magnet program, about 460 suburban non-minority students were attending the Kansas City schools in the 1988-89 school year. According to Dr. Garcia, six hundred are anticipated for the fourth year of operation of the court-ordered desegregation plan, beginning September, 1989. (Note: the actual non-minority enrollment from suburban districts is substantially less than that number.)

The committee members discussed the fact that only four districts abut the KCMSD. Any interdistrict transfer plan might require transportation across districts. It was also noted that two of the suburban districts are closing in on a 50:50 racial ratio themselves and one other could be at 30:70 by 1993. See the chart at Appendix "J" and the maps of the KCMSD and surrounding districts at Appendix "Y".

The issue of voluntary versus mandatory interdistrict transfer was discussed. It was pointed out to the committee that any legislative mandate for interdistrict transfer

would have a serious impact on local control. Voluntary programs are thought to leave local control intact and are therefore preferable to the suburban districts. The committee was encouraged to adopt a voluntary program with incentives. Some discussed the advantage of a mandated program stating that voluntary programs are idealistic. and will not work.

The group discussed the need for parental involvement in any educational program. It was noted that parental involvement becomes difficult when students attend remote, non-neighborhood schools. However, some of the more formal methods of involving parents do not seem to suffer in these instances, ie. teacher/parent conferences.

Commissioner Bartman was asked to develop a pilot bill to address the educational issues and alternatives for legislation discussed at this meeting. He agreed to present pilot legislation to the committee for use as a basis for further discussion.

SEPTEMBER 14, 1989

The Select Committee met in executive session on this date to discuss the remaining options for legislative action which had been suggested to the committee. These remaining options concerned governance of the Kansas City school district and financial accountability of the district.

In considering the governance issue, the committee members discussed the suggestions which had been made for addressing the Kansas City School Board. Some options in this area involved removing the current board members from office, appointing members instead of electing them, transferring school board responsibilities to the State Board of Education or other entity, and paying salaries to board members. Also discussed were changes in the method of electing board members. There was a consensus among committee members regarding the need to retain a democratic system which allows the people of Kansas City to elect their school board representatives, so long as the quality of education is maintained. This consensus led to a rejection of several of the aforementioned alternatives.

The committee members discussed a suggestion that the board members be required to be residents of the various subdistricts but be elected at large. It was thought that this method of selection might decrease some provincialism on the board while still bringing representation to the board from different geographic areas of the city. It was mentioned that a system of this type might be viewed by the black community as racist, regardless of the true intentions. The chairman said almost every aspect of education in the Kansas City area has racist implications and has had for at least the forty years that he has been observing it.

It was noted that the people of the state, not just the people of the Kansas City area, are asking that something be done about the governance of the district and also about the financial accountability of the district.

In discussing the financial accountability issue, it was emphasized that the state is paying about 95% of desegregation costs in Kansas City. House of Representatives Appropriation Staff figures indicate that the state expects to pay \$129,822,050 this fiscal year (1990) just for the desegregation plan in KCMSD and that amount has escalated annually. The committee members discussed the need for some method of interceding when a district suffers a decline in the quality of education and has consistent trouble passing levies and bond issues to maintain quality educational programs, as occurred in Kansas City. One option would be to allow the General Assembly to impose taxes in the district when the quality of education is at risk.

The committee decided that several options which were presented to the committee for consideration were outside the Speaker's charge to the committee so these options were not discussed.

The committee members reviewed a pilot bill which was presented by the Commissioner to the committee. The members agreed to develop several other drafts which would address the three broad topics of interdistrict transfer, governance and financial accountability. These preliminary drafts of

proposed legislation would then be considered at a public hearing to be held in Kansas City on October 5th.

OCTOBER 5, 1989

The House Select Committee held a public hearing on this date in Kansas City. Representatives Kenton, Daniels, Kauffman, and Morgan were present.

Several witnesses appeared before the committee to offer comments and suggestions regarding five tentative drafts of proposed legislation. The five drafts addressed the following areas:

1. GOVERNANCE (The Kansas City Board of Education and its delegated authority and responsibility to provide a quality education to the students of the KCMSD);
2. DESEGREGATION (Interdistrict transfer of students to approach the court ordered 60:40 ratio in the Kansas City School District);
3. FINANCIAL ACCOUNTABILITY (a different method for funding court ordered programs in the Kansas City School District); and
4. SAFETY NET (a method for maintaining the quality of education in all school districts prior to reaching a crisis situation).

One draft was the proposal drafted by Commissioner Bartman's office at the request of the committee members. The other four were developed by committee members.

Prior to the hearing, over 100 press releases were sent to interested parties to announce the hearing. Copies of

the legislative proposals in the four areas were included. Many interested parties, including: several area superintendents; the cooperating school districts; the Desegregation Monitoring Committee; attorneys, including Arthur Benson; teacher organizations; and members of the business community in Kansas City, were notified by mail of the hearing. These parties were invited to call House Research to schedule a time to appear; only four people responded in advance. Several other witnesses did appear before the committee without scheduling a time to appear prior to the hearing. The following witnesses appeared: Joyce Stark, former KCMSD School Board member and president; Clinton Adams, Jr., Coalition for Education and Economic Justice; Elizabeth Dulaney, Clifford English, Rebecca Gavin, Gordon Seyffert, and Mary Ann Prince, all citizens and taxpayers; William DeFoor, Jr., Kansas City School Board Treasurer; Dr. Gerald Moeller, retired KCMSD administrator; Dr. Marvin Headley, former suburban superintendent; and Dr. Julia Hill and Fred Heine, KCMSD board members.

Two of these witnesses, Dr. Julia Hill and Joyce Stark presented written comments to the committee. Sue Fulson, President of the KCMSD board did not testify, but brought written comments to the committee members. These written statements appear at Appendix "Z" of this report.

Most of those who appeared before the committee approved of the voluntary interdistrict transfer plan (VITP) legislation as a viable means for assisting the Kansas City

district with desegregating its schools. Many of the witnesses expressed appreciation to the committee members for taking action and proposing the VITP. One witness suggested that while financial incentives might be necessary in beginning the VITP, they could be withdrawn once the product was proven to be a success.

Several witnesses encouraged the committee members to include provisions for transfer of minority principals, teachers, and counselors as part of the VITP. (This is discussed earlier in this report on pages 31 and 32 and at Appendices "K", "L", and "M".)

Most witnesses also approved of the Governance proposal which would change the method of election of the Kansas City school board members.

Several witnesses commented about provincialism on the KCMSD board and felt that the Governance proposal would help to decrease the provincialism with its at-large election requirements. It was discussed that the sub-district residency requirements should provide representation from all geographic areas of the district. It was pointed out to the committee that some of the past concerns regarding at-large elections are no longer valid because it is impossible that the Southwest area of the district would dominate the board under the current composition of the district.

The Safety Net proposal was discussed by several witnesses as an appropriate tool for preventing other

districts from falling into a downward cycle as the KCMSD has done. The safety net, as then drafted, would allow the General Assembly to impose a tax in a district when the rating of the district by the state board begins to decline and revenues had not been raised to help bring the district back up to par. A suggestion was made to broaden the triggering mechanism so that the General Assembly may act when the "quality of education" declines in the district, not just when the rating drops.

A suggestion was also made to broaden the types of taxes which might be imposed. The preliminary draft referred to only a property tax. Witnesses suggested that some time in the future, other taxes might be more appropriate and less burdensome. Also, the abatement of property taxes in Kansas City makes the property tax a less attractive alternative than other taxes. This suggestion was made for the Financial Accountability and Safety Net measures. (See Appendix "AA" for an article which appeared in the Kansas City Star regarding the amount of taxes that have been abated in Kansas City.)

The Safety Net and Financial Accountability proposals were approved by one witness because he said we must spend the money to prepare our children for the future. He said the proposals would allow the political process to work through the General Assembly to address the concerns of all interested parties, including the people of the state of Missouri.

It was noted that the Financial Accountability and Safety Net measures are necessary for districts like the KCMSD when the quality of education declines and the district has not passed a levy since 1969.

Following the period for public comment, the committee members held an open discussion regarding the five preliminary drafts and the suggestions made at this hearing. The members decided to incorporate several of the suggestions into the drafts and also discussed the importance of obtaining input from educators regarding the educational soundness and feasibility of the proposals.

The members also discussed the need for some sort of quid pro quo if the legislative package becomes law. That is, several witnesses noted that implementation of the VITP should decrease the need for some of the capital improvements ordered by the court for the KCMSD because there would be fewer students to serve in the Kansas City District.

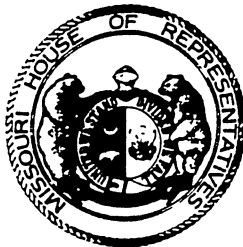


APPENDIX A



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MISSOURI
HOUSE OF REPRESENTATIVES

COMMITTEES
Vice Chairman
Public Health & Safety
Member
Appropriations—General
Administration
Governmental Review
Human Rights and Resources
Ways and Means

22 February 1989

TO: House Select Committee on KC Schools
FROM: Kenton
RE: Possibilities of State action to be considred

In testimony before the committee and in discussion it has been suggested that we examine the following options prior to making our report and recommendations to the Speaker. This tabulation is without priority, recommendation or evaluation but with the hope that it stimulates further ideas and further suggestions of options for action the Legislature and the Governor may adopt.

1. Eliminate districts in election of school board and have all members elected at large.
2. Have school board appointed by _____.
3. Have a new school board from district citizens.
4. Have a new school board from persons outside the district.
5. Have school board responsibilities transferred to State Board of Education.
6. Have school board responsibilities transferred to _____ - new or existing entity.
7. Change school board terms of office.
8. Make school board members subject to recall elections.
9. Pay salaries to school board members.
10. Transfer all board and administrative authority and responsibilities to the State - under ESE, under some other entity to be created.
11. Limit any changes in school board or school management to _____ years.
12. Divide the district into several smaller districts.
13. Dissolve the district and distribute portions of it to other school districts.
14. Create a super district by consolidating the KC district and _____ number of suburban districts.
15. Mandate suburban districts to accept _____% of black students.
16. Change state aid to pay both sending and receiving district.
17. Develop a system to encourage non-minority, suburban students to attend KC district schools with tuition-text book credits at state colleges and universities.
18. Develop incentives to encourage suburban districts to accept black city students.

19. Have a policy of voluntary enrollment in any district.
20. Order an "either/or" increase in local operating and bond levies.
21. Establish a Constitutional Tort Fund.
22. Change the basis for evaluating education from standard achievement tests to some combination of drop out rates, graduation, staying out of trouble, where the student is 2 years after terminating schooling, etc.
23. Upgrade training of teachers.
24. Upgrade training of school administrators.
25. Increase teacher salaries.
26. Stop funding the AG to fight the desegregation orders.
27. Try to establish an interstate compact with Kansas.

A handwritten signature in black ink, appearing to be 'DK' or 'Kauffman', written in a cursive style.

Daniels
Kauffman
Moegan
Rauch
Speaker

APPENDIX B



APPENDIX B-1



HB 994 -- Kansas City School Board

Sponsor: Kenton

Currently, three members of the Kansas City school board are elected at-large and six others are elected from six subdistricts. This bill changes the method of election so that each subdistrict will continue to be represented by a resident of the subdistrict but the subdistrict members will be elected by the voters of the entire district. The three at-large members will continue to be elected as they are at present.

This new system will begin with the elections in 1992.

AN ACT

To repeal section 162.492, RSMo 1986, relating to certain urban school districts, and to enact in lieu thereof one new section relating to the same subject.

BE IT ENACTED BY THE GENERAL ASSEMBLY OF THE STATE OF MISSOURI, AS FOLLOWS:

Section A. Section 162.492, RSMo 1986, is repealed and one new section enacted in lieu thereof, to be known as section 162.492, to read as follows:

162.492. 1. In all urban districts containing the greater part of the population of a city which has more than three hundred thousand inhabitants the terms of the members of the board of directors in office in [1967] 1991 shall continue until the end of the respective terms to which each of them has been elected to office and in each case thereafter until the next school election be held and until their successors, then elected, are duly qualified as provided in this section.

2. In each urban district designated in subsection 1, the election authority of the city in which the greater portion of the school district lies, and of the county if the district includes territory not within the city limits, shall serve ex officio as a redistricting commission. The commission shall on or before November 1, 1969, divide the school district into six subdistricts, all subdistricts being of compact and contiguous territory and as nearly equal in the number of inhabitants as practicable and thereafter the board shall redistrict the district into subdivisions as soon as practicable after each United States decennial census. In establishing the subdistricts each member shall have one vote and a majority vote of the total membership of the commission is required to make effective any action of the commission.

3. School elections for the election of directors shall be held on municipal election days in each even-numbered year. [At the election in 1970, one member of the board of directors shall be elected by the voters of each subdistrict. The six candidates, one from each of the subdistricts, who receive a plurality of the votes cast by the voters of that subdistrict shall be elected and the at-large candidate receiving a plurality of the at-large votes shall be elected.] In addition to other qualifications prescribed by law, each member elected from a subdistrict must be a resident of the subdistrict from which he is elected. The subdistricts shall be numbered from one to six [and the directors elected from subdistricts one, three and five shall hold office for terms of two years and until their successors are elected and qualified, and the directors elected from subdistricts two, four and six shall hold office for terms of four years and until their successors are elected and qualified]. Every two years [thereafter] a member of the board of directors shall be elected for a term of four years and until his successor is elected and qualified from each of the three subdistricts having a member on the board of directors whose term expires in that year. [Those members of the board of directors who were in office in 1967 shall, when their terms of office expire, be succeeded by the members of the board of directors elected from subdistricts.] In addition to the directors elected [by the voters of] from each subdistrict, additional directors shall be elected at large by the voters of the entire school district as follows: In [1970] 1992 one director at large shall be elected for a [two-year] four-year term. [In 1972 one director at large shall be elected for a four-year term.] In [1974] 1994 two at-large directors shall be elected for a four-year term and thereafter in alternative

elections one director shall be elected for a four-year term and then two directors shall be elected for a four-year term[, so that from and after the 1970 election the board of directors not including those members who were in office in 1967 shall consist of seven members until the 1974 election and thereafter the board shall consist of nine members]. In those years in which one at-large director is to be elected each voter may vote for one candidate and the candidate receiving a plurality of votes cast shall be elected. In those years in which two at-large directors are to be elected each voter may vote for two candidates and the two receiving the largest number of votes cast shall be elected.

4. [The six candidates, one from each of the subdistricts, who receive a plurality of the votes cast by the voters of that subdistrict and the at-large candidates receiving a plurality of the at-large votes shall be elected.] Beginning in 1992, in each election each voter in the entire school district may also vote for one candidate from each of the three subdistricts. The name of no candidate for nomination shall be printed on the ballot unless the candidate has at least sixty days prior to the election filed a declaration of candidacy with the secretary of the board of directors containing the signatures of at least two hundred fifty registered voters who are residents of the subdistrict within which the candidate for nomination to a subdistrict office resides, and in case of at-large candidates the signatures of at least five hundred registered voters. The election authority shall determine the validity of all signatures on declarations of candidacy.

5. In any election either for at-large candidates or candidates elected [by the voters of] from subdistricts, if there are more than two candidates, a majority of the votes are

not required to elect but the candidate having a plurality of the votes if there is only one office to be filled and the candidates having the highest number of votes, if more than one office is to be filled, shall be elected.

6. The names of all candidates shall appear upon the ballot without party designation and in the order of the priority of the times of filing their petitions of nomination. No candidate may file both at large and from a subdistrict and the names of all candidates shall appear only once on the ballot, nor may any candidate file more than one declaration of candidacy. All declarations shall designate the candidate's residence and whether the candidate is filing at large or from a subdistrict and the numerical designation of the subdistrict or at-large area.

7. The provisions of all sections relating to six-director school districts shall also apply to and govern urban districts in cities of more than three hundred thousand inhabitants, to the extent applicable and not in conflict with the provisions of those sections specifically relating to such urban districts.

8. Vacancies which occur on the school board between the dates of election shall be filled by majority vote of the remaining members of the school board to serve until the time of the next regular school board election. Subdistrict director vacancies shall be filled by appointment of a resident of the subdistrict in which the vacancy occurs.



APPENDIX B-2



HB 995 -- Interdistrict Student Exchange

Sponsor: Kenton

This bill creates the "Interdistrict Student Exchange Act," which provides for voluntary transfer of students from the Kansas City School District (KCMSD) to certain suburban school districts which are adjacent to the KCMSD and to districts which abut those adjacent districts (receiving districts).

The bill requires the receiving districts to submit proposals for voluntary interdistrict transfer of students to the Commissioner of Elementary and Secondary Education. Provisions which are to be included in the proposals and provisions which may be included are set forth in the bill. The Commissioner is to review the proposals and certify those which comply with the requirements listed in the bill. For those which do not comply, the Commissioner is to notify the receiving districts and give notice as to why the proposals are not certified.

A receiving district is then required to submit a revised proposal to the commissioner. If the revision does not comply, the commissioner shall modify the proposal to conform with the act and any pertinent rules and regulations.

The State Board of Education is given rule making authority to promulgate rules necessary for administration and enforcement of the act.

(Continued)

Each receiving district may determine what type of program it will use to carry out the provisions of the act, including how minority students from the KCMSD will be assigned to schools in the receiving districts. No program shall result in a school or classroom having a minority enrollment over 50%. Enrollment statistics will be reviewed so that no receiving district will be required to have a total district-wide enrollment exceeding twenty percent minority due to compliance with the act.

The bill also creates an "Inter-district Student Exchange Building Fund," which will be used to finance new schools, facilities, or equipment constructed or expanded pursuant to a certified program.

The bill also provides that receiving districts will receive a special state aid amount equal to the additional cost required to educate a resident student enrolled in the program (above the average cost per student if no program were in place) not including transportation costs. In addition, the receiving district shall receive special state aid amounts equal to the total cost per student enrolled in the program, not including transportation costs, for each nonresident student enrolled in its program. The receiving district shall also receive regular state aid for all students enrolled in its program, with regular state aid for nonresident students credited toward the total cost of educating that student in the program.

The state shall be responsible for administering

(Continued)

and funding transportation of students transferring from the Kansas City district to the receiving districts.

The bill provides that school board members who willfully neglect or knowingly refuse to comply with the act shall be presumed to have violated the civil rights of students of the sending district.

AN ACT

Relating to a voluntary interdistrict transfer plan for exchange of students between certain urban public school districts and other public school districts.

BE IT ENACTED BY THE GENERAL ASSEMBLY OF THE STATE OF MISSOURI, AS FOLLOWS:

Section 1. Sections 1 to 13 of this act shall be known and may be cited as the "Interdistrict Student Exchange Act".

Section 2. As used in sections 1 to 13 of this act the following terms mean:

(1) "Commissioner", the commissioner of the Missouri department of elementary and secondary education;

(2) "Program", a plan for interdistrict exchange of students developed pursuant to the provisions of sections 1 to 13 of this act and certified by the commissioner pursuant to section 6 of this act;

(3) "Proposal", a plan for interdistrict exchange of students developed pursuant to the provisions of sections 1 to 13 of this act, prior to certification by the commissioner;

(4) "Receiving district", a school district subject to the provisions of sections 1 to 13 of this act which receives students from a sending district;

(5) "Sending district", an urban school district which transfers students to another district and which is subject to a court order which includes a goal of racial integration;

(6) "Urban school district", any urban school district containing the greater part of the population of a city of more than three hundred thousand inhabitants;

(7) "Resident student", a student who is a resident of the receiving district.

Section 3. The provisions of sections 1 to 13 of this act

shall apply to each school district which has any portion of its district boundaries adjacent to an urban school district which had been ordered by a federal court or other court of competent jurisdiction to try to achieve a racial balance of sixty percent minority and forty percent nonminority in some or all of its schools and to any school district within the state which partially abuts a district adjacent to such an urban school district.

Section 4. 1. Each receiving school district subject to the provisions of sections 1 to 13 of this act shall develop a proposal for interdistrict exchange of students. The major priority of the proposal shall be assistance in achieving the court ordered racial balance in the sending district.

2. Each proposal shall contain plans for participation and expansion over a period of at least thirteen years.

Section 5. 1. Each receiving district may propose an initial pilot program but the original proposal shall contain plans for all intended expansions of the program over the thirteen-year period, a timetable for such expansions and the guidelines to be used in determining when it is the proper time to implement each expansion of the program.

2. The provisions of each proposal shall contain, but not be limited to, the following:

- (1) A starting date for the program;
- (2) A date when initial students shall commence classes as participants in the program;
- (3) Emphasis of basic skills;
- (4) A strong staff development component;
- (5) Sincere efforts to secure a racially representative staff and administration;
- (6) A strong student evaluation component;

- (7) Parent involvement components;
- (8) Low pupil teacher ratios;
- (9) Academic advancement strategies;
- (10) Integration within classrooms; and
- (11) Provisions for student counseling.

3. The provisions of each proposal may contain the following:

- (1) A strong traditional education emphasis;
- (2) New or expanded facilities;
- (3) Day care for children age three and four;
- (4) Latchkey services for all children;
- (5) Research based instructional components and teaching techniques;
- (6) A clinical supervision staff evaluation model;
- (7) Human relations skills acquisition components; and
- (8) Classroom organization based on team teaching or group learning.

Section 6. 1. Each receiving district subject to the provisions of sections 1 to 13 of this act shall submit a proposal to the commissioner within ninety days of the effective date of this act. The commissioner shall review each proposal and certify that it complies with the provisions of sections 1 to 13 of this act and all rules and regulations promulgated pursuant to it.

2. The state board of education shall have the authority to promulgate, in accordance with the provisions of chapter 536, RSMo, all rules necessary to the administration and enforcement of the provisions of sections 1 to 13 of this act. Any rule or portion of a rule promulgated and approved under any authority in this section may be suspended by the joint committee on administrative rules at any time. No rule or portion of a rule

promulgated under any authority granted in this section shall become effective until it has been approved by the joint committee on administrative rules. If the joint committee on administrative rules neither approves nor disapproves a rule within thirty days after the notice of proposed rulemaking has been published in the Missouri Register, the rule shall stand approved. In the event the joint committee on administrative rules disapproves or suspends a rule, the joint committee shall notify both the department or agency proposing the rule and the secretary of state. The secretary of state shall publish in the Missouri Register as soon as practicable, an order withdrawing the rule. The provisions of this section are nonseverable and the grant of rulemaking authority is essentially dependent on the review power vested with the joint committee on administrative rules. If the review power is held unconstitutional or invalid, the grant of rulemaking authority shall also be invalid or void.

3. Within thirty days of receipt of the proposal, the commissioner shall advise the president of the board of education of the submitting district, the president pro tem of the senate, the speaker of the house of representatives, and the president of the board of education of the sending district whether or not the proposal is certified to be in full compliance. If the proposal is so certified, the receiving district shall begin implementation of the program within ninety days of receiving certification from the commissioner.

4. If the proposal is not certified to be in full compliance, the commissioner shall, within thirty days of receiving the proposal, notify the district of the reasons why and the receiving district shall have thirty days after receiving the commissioner's notice to remedy the faults of the

proposal and submit a revision which shall be handled pursuant to subsection 3 of this section.

5. Should the revised proposal be unacceptable, within thirty days of receipt of it, the commissioner shall modify the proposal to conform with the provisions of sections 1 to 13 of this act and rules and regulations promulgated pursuant to the provisions of sections 1 to 13 of this act. The district shall be obligated to begin implementation of the proposal as modified by the commissioner within ninety days of receiving it from the commissioner.

Section 7. 1. Each receiving district may determine what type of program or programs shall be instituted to carry out the provisions of sections 1 to 13 of this act and how minority students shall be assigned to the schools of the district, but no program shall result in any school or classroom having a minority enrollment which exceeds fifty percent.

2. In addition to the provisions of subsection 2 of section 5 of this act, each program shall contain provisions for the following:

- (1) Curriculum;
- (2) Teachers;
- (3) Staff;
- (4) Support staff;
- (5) Maintenance;
- (6) Supplies;
- (7) Community involvement;
- (8) Parental adjustment;
- (9) Operational and maintenance expenses; and
- (10) Goals and timetables for achievements of the program.

Section 8. 1. Past, present and statistically projected minority enrollment shall be considered so that no receiving district shall be required at anytime during the course of its

plan to have a total district-wide enrollment exceeding twenty percent minority due to compliance with the provisions of sections 1 to 13 of this act.

2. Within sixty days of the effective date of this act, each district subject to sections 1 to 13 of this act shall provide to the commissioner enrollment statistics containing total and minority enrollment, for the school year beginning September, 1983, and for each subsequent school year including the school year in which this act becomes effective. Thereafter, each such district shall submit total and minority enrollment statistics annually to the commissioner within sixty days of the beginning of the school year.

Section 9. 1. There is hereby created in the state treasury a fund to be known as the "Interdistrict Student Exchange Building Fund" into which the following may be deposited:

- (1) Any moneys appropriated by the general assembly to the fund;
- (2) Any moneys received from grants or which are given, donated, or contributed to the fund from any source;
- (3) Any moneys received as interest on deposits or as income on approved investments of the fund; and
- (4) Any moneys obtained from any other available source.

2. The interdistrict student exchange building fund shall be administered by the state treasurer.

3. Moneys in the fund shall be invested by the state treasurer and any interest earned on invested moneys shall accrue to the benefit of the fund.

4. Money from the fund, upon appropriation by the general assembly, shall be used for the acquisition of real property, construction or expansion of buildings, and purchase of

equipment for schools constructed or expanded pursuant to a program certified by the commissioner to be in compliance with the provisions of sections 1 to 13 of this act. Upon certification of a program which contains provisions for new or expanded facilities or equipment, the commissioner shall advise the treasurer to disperse moneys from the interdistrict student exchange building fund to the receiving district in a timely manner so that the district may meet its obligations related to the new or expanded facilities or equipment on a timely basis.

5. Any moneys remaining in the fund at the end of any fiscal year shall not revert to the general revenue fund, notwithstanding the provisions of section 33.080, RSMo, to the contrary.

Section 10. 1. For each resident student enrolled in its program in addition to all other entitlements, the receiving district shall be entitled to receive in special state aid a sum equal to the amount that the total cost per student enrolled in its program would exceed the average total cost per student enrolled in the district if no program under sections 1 to 13 of this act were in place, provided that such costs shall not include transportation costs.

2. For each nonresident student enrolled in its program under sections 1 to 13 of this act, the receiving district shall be entitled to receive all entitlements in special state aid so that the total receipts equal the total cost per student enrolled in its program, provided that such costs shall not include transportation costs.

3. Any other provision of law to the contrary notwithstanding, regular state aid and all other fund payments except for transportation for all students enrolled in programs pursuant to the provisions of sections 1 to 13 of this act shall

be made to the receiving districts only, and for nonresident students, be credited as part of the payments under subsection 2 of this section. For such students, the receiving district shall be entitled to the funds distributed under sections 148.360, RSMo, 149.015, RSMo, 162.975, RSMo, 163.031, RSMo, and 163.087, RSMo.

4. A receiving district's entitlement to regular state aid and to other fund payments shall be computed exclusive of any additional revenues provided under sections 1 to 13 of this act.

Section 11. The state shall provide, fully fund and administer a program for transporting students of the sending district to and from the receiving districts.

Section 12. Students shall be limited to one transfer to any of the receiving districts but may reenroll in the sending district after attending the receiving district for at least one full year and after giving written notice to both districts involved.

Section 13. In addition to any other liabilities imposed by law upon members of school boards, each member of a board who is found guilty of willfully neglecting or knowingly refusing to comply with the provisions of sections 1 to 13 of this act shall be presumed to have violated the civil rights of students of the sending school district. Any person whose civil rights have been violated as provided in this section shall have a cause of action for damages against the school board member or members who have violated such rights.



APPENDIX B-3



HJR 32 -- School District Taxes

Sponsor: Kenton

This proposed constitutional amendment would allow the General Assembly to impose (by statute) a tax increase in an urban school district, if the school district is subject to a federal court order to modify its operations and, within 120 days of the issuance of the order, has not passed increases in the tax rates sufficient to fund the ordered modifications. Districts currently under such a court order will have 120 days from the effective date of the amendment to pass a sufficient tax increase before the General Assembly may act.

HOUSE JOINT RESOLUTION NO. 32

JOINT RESOLUTION

Submitting to the qualified voters of Missouri, an amendment to article X of the Constitution of Missouri relating to taxation, by adding thereto one new section relating to taxation in certain urban public school districts.

~~BE IT RESOLVED BY THE HOUSE OF REPRESENTATIVES, THE SENATE CON-~~
CURRING THEREIN:

That at the next general election to be held in the state of Missouri, on Tuesday next following the first Monday in November, 1990, or at a special election to be called by the governor for that purpose, there is hereby submitted to the qualified voters of this state, for adoption or rejection, the following amendment to article X of the Constitution of the State of Missouri:

Section A. Article X. Constitution of Missouri, is amended by adding thereto one new section, to be known as section 11(g), to read as follows:

Section 11(g). This section shall only apply to an urban public school district which is subject to an order of a federal court of competent jurisdiction requiring such school district to modify its operations. Notwithstanding the provisions of sections 16 to 24 of this article, the tax rate limits set by section 11(b) of this article, or any other provisions of this constitution to the contrary, if, within one hundred twenty days of the issuance of the order, the qualified voters of a school district have not voted increases in their tax rates sufficient to fund all additional capital improvements and all additional operating programs ordered by the court, the general assembly may by statute impose increases to the various taxes in that school district sufficient to generate the needed funding. Any

such increases in tax rates shall be added to the existing rates and the combined rate shall be immediately effective in the current tax year and in each succeeding tax year thereafter until altered by statute^T passed by the general assembly. If a school district is operating under court order on the effective date of this section, the voters of the school district shall have one hundred twenty days from the effective date of this section to vote an increase in their tax rate or rates sufficient to fund fully the court ordered operational modifications before the general assembly may act under this section.



APPENDIX B-4



HJR 33 -- Local School Boards and Taxes

Sponsor: Kenton

This proposed constitutional amendment makes provisions for actions the General Assembly may make when the State Board of Education and the Commissioner of Elementary and Secondary Education notify the Governor and the Legislature that the quality of education in a school district is threatening the rights of children. The State Board must also show that it believes the local efforts are deficient and will not rectify the conditions.

At that point, the General Assembly may, by statute:

- (1) remove the local school board and provide for its replacement; or
- (2) dissolve the local board and place operating control of the district with the State Board; and/or
- (3) impose increases in district tax rates sufficient to meet deficiencies in the district.

HOUSE JOINT RESOLUTION NO. 33

JOINT RESOLUTION

Submitting to the qualified voters of Missouri, an amendment to article X of the Constitution of Missouri relating to taxation, by adding thereto one new section relating to taxation in certain public school districts.

BE IT RESOLVED BY THE HOUSE OF REPRESENTATIVES, THE SENATE CONCURRING THEREIN:

That at the next general election to be held in the state of Missouri, on Tuesday next following the first Monday in November, 1990, or at a special election to be called by the governor for that purpose, there is hereby submitted to the qualified voters of this state, for adoption or rejection, the following amendment to article X of the Constitution of the State of Missouri:

Section A. Article X, Constitution of Missouri, is amended by adding thereto one new section, to be known as section 12(c), to read as follows:

Section 12(c). This section shall apply to all public school districts of the state. Notwithstanding the provisions of sections 16 to 24 of this article, and the tax rate limits set by section 11(b) of this article, or any other provision of the constitution to the contrary, if the state board of education, with the concurrence of the commissioner of education, advises the governor and the members of the general assembly that the quality of education in a school district is threatening the educational rights of its children and that the board believes efforts at the local level are deficient and not adequate to rectify these conditions, the general assembly may, by a statute limited to that purpose, remove the local school board from office and provide for its replacement, or dissolve

the local school board and place operating control of the school district under the state board of education for a period of no more than five years. Regardless of where operational control of the school district may be, the general assembly by statute may impose any needed increases in the tax rates in the deficient school district. Any increases in tax rates shall be added to the existing rates and the combined rate or rates shall be immediately effective in the current tax year and in each succeeding tax year thereafter until reduced by statute passed by the general assembly.



APPENDIX C



SUMMARY OF OPINIONNAIRE RESULTS
GOVERNOR'S TASK FORCE TO STUDY THE MANAGEMENT
OF THE KANSAS CITY, MISSOURI, SCHOOL DISTRICT
March 14, 1989

In order to gain perceptions about the Kansas City School District from those most directly associated with the District an Opinionnaire was sent to all Kansas City Board of Education members, and a random selection of administrators, faculty, other employees, students and parents/residents of the District. A total of 7,299 surveys were mailed on March 14, 1989, with 353 returned as not deliverable due to address problems. One thousand seven hundred seventy-four (1,774) responses were returned; this is a significant number of responses from which to conclude that the Opinionnaire results reflect the opinions of the respondent groups. However, caution still needs to be exercised because some of the groups have a very low response number, i.e., fourteen (14) responses from students and only fifty-five (55) responses from other employees of the District, and the individual responses have been added together and reported as an average.

BOARD OF EDUCATION

Questions 1-11 asked how the Kansas City Board of Education functions. The responses reveal the following observations:

1. No group of respondents rated the Board of Education's actions to be high or very high.
2. The Board rated itself to be low or very low in nine (9) of the eleven (11) areas, and rated itself as average in the other two (2) areas.
3. The administration rated the Board's actions to be below average in nine (9) out of the eleven (11) areas, almost identical to the Board's ratings.
4. The faculty rated the Board to be very low in the exact same nine (9) areas as did the administration.
5. Other employees and parents/residents rated the Board to be very low in seven (7) and eight (8) of the exact same areas, respectively.

In summary, for the area of "Rate the degree to which you believe the Kansas City, Missouri School District Board of Education" conducts its various duties, there is a great deal of consistency among respondents in rating the Board very low.

Of the respondents, only the students did not rate the Board as being very low in any category. Similarly, but in the middle of the scale, only the students and the Board rated the Board as average in three (3) of the eleven (11) areas. Clearly, the predominate score for the Board of Education from all respondents (except students and the Board itself) was very low.

SUPERINTENDENT

The next area, questions 12-21, asked how the superintendent of schools conducted his activities. Here, too, there was a great deal of consistency among and between respondents, for example:

1. The Board, the administration, other employees and students generally perceived the superintendent to be conducting his functions in an average fashion.
2. The superintendent received one very low rating (question 18) from the Board of Education, and no very low ratings from administration, faculty, other employees or student respondents.
3. The parent/resident respondents generally tended to view the superintendent as conducting his activities in a very low fashion.
4. No one viewed the superintendent as operating in an above average, high or very high fashion.

PRINCIPALS

There is a great deal of consistency among and between the respondents regarding how the building principals conduct their activities, questions 22-32. For example:

1. The Board, the administration, the faculty, other employees and students perceived the principals to be average in almost all areas of the survey.
2. Only the parents/residents believed the principals were very low in some of their activities (questions 24, 25, 26 and 32).
3. No one rated the principals as above average, high or very high in any of the categories.

FACULTY

There is also a great deal of consistency between and among respondents regarding how the faculty conducts its business, questions 33-42. For example:

1. No respondents rated the faculty as being very low, in any area.
2. The Board, the administration, the faculty, other employees, students and parents/residents all viewed the faculty as being average in almost all question areas.
3. No one viewed the faculty as being above average, high or very high.
4. All respondents rated the faculty as average in the area of "Uses classroom time in an efficient and effective manner".

SERVICES TO STUDENTS

The next area of the survey dealt with how respondents perceived the District services to students (questions 43-49). Here, too, there was a great deal of consistency, as follows:

1. No respondents rated the District services to students as being very low.
2. Very few respondents rated the services as being low.
3. Most respondents rated the services in most areas as being average.
4. All respondents rated the District as average on three (3) areas (questions 43, 45 and 49).
5. The Board believed the District to be above average on questions 47 and 48.

GENERAL

The last category of the survey, questions 50-60, dealt with a variety of questions. There did not seem to be as much consistency in these responses. However, the responses do indicate:

1. The Board, administration and faculty believe the Board is very low in its responsiveness and responsibility to the community at large (question 54).
2. The administration, faculty and other employees rated as very low the "Bus schedules and routes are planned to provide efficient and economical transportation services" (question 57).
3. All groups, except parents/residents, rated as average that "Parents, community and district residents receive information about student achievement and student assessment processes" (question 58).

SUMMARY

When looking at the distribution of ratings among and between the respondent groups, it is clear that the Board of Education is believed to be functioning at a very low level by all the respondent groups, except for the students and the Board itself. Overall, all respondent groups believed the superintendent, the principals, the faculty and the District in general are performing at an average level. Very few of the respondent groups believe anything in the District reflected on the survey deserves a rating of above average or higher.

**GOVERNOR'S TASK FORCE TO STUDY THE MANAGEMENT OF THE
KANSAS CITY, MISSOURI SCHOOL DISTRICT**

Opinionnaire Results

Respondents were asked to rate the items listed using the following scale: 1=Don't Know, 2=Very Low, 3=Low, 4=Average, 5=Above Average, 6=High, and 7=Very High. The data reported below represent the average of the responses received under each respondent category.

<u>Opinionnaire Items by Area</u>	<u>Total Average</u> (N = 1,774)	<u>School Board Member</u> (N = 7)	<u>Administrator</u> (N = 104)	<u>Faculty Member</u> (N = 1,035)	<u>Other Employee of the District</u> (N = 55)	<u>Student</u> (N = 14)	<u>Parent or District Resident</u> (N = 369)
Rate the degree to which you believe the Kansas City, Missouri School District Board of Education:							
1. Makes decisions in the best interest of the children of the district.	3.11	3.57	3.19	3.06	3.05	4.00	3.15
2. Provides a clear expression of district goals and priorities.	3.28	4.00	3.13	3.28	3.33	3.85	3.20
3. Delegates executive functions to the administrative head of the school district.	2.83	4.00	2.93	2.87	2.98	4.07	2.54
4. Maintains a clear-cut line between its authority and that of the superintendent and other district administrators.	2.66	3.86	2.64	2.61	2.79	3.62	2.59
5. Makes decisions only during board meetings and after receiving the recommendations of appropriate administrative personnel.	2.34	3.14	2.54	2.29	2.50	3.29	2.23
6. Employs all school employees only on recommendation of appropriate admin- istrative personnel.	2.44	2.43	2.92	2.44	2.78	3.00	2.17

<u>Opinionnaire Items by Area</u>	<u>Total Average</u>	<u>School Board Member</u>	<u>Administrator</u>	<u>Faculty Member</u>	<u>Other Employee of the District</u>	<u>Student</u>	<u>Parent or District Resident</u>
7. Carries out all professional and official relationships with school employees through the chief administrator or other authorized channels.	2.71	3.00	2.64	2.84	3.17	3.64	2.21
8. Formulates policies and regulations after consultation with the superintendent.	2.46	2.71	2.80	2.41	2.72	3.21	2.28
9. Holds executive (closed) board meetings for only those purposes authorized by law.	2.28	3.00	2.93	2.21	2.65	2.86	2.06
10. Functions only as a board and not as individual board members.	2.44	3.80	2.34	2.39	2.92	3.57	2.38
11. Works cooperatively for the improvement of the schools in the district.	2.91	3.71	2.70	2.82	3.00	4.43	3.00
Rate the degree to which you believe the Kansas City, Missouri School District superintendent of schools:							
12. Exhibits a well-formulated philosophy of education.	4.22	4.57	4.76	4.41	4.42	4.92	3.64
13. Assesses the educational needs of the community.	3.84	4.29	4.47	3.96	4.06	4.07	3.35
14. Keeps the board of education informed through periodic reports about the district's objectives, achievements, needs and plans for the future.	3.58	3.71	4.67	3.68	3.98	4.00	2.86
15. Keeps the school district employees informed about the district's objectives, achievements, needs and plans for the future.	3.74	4.17	4.39	3.99	4.19	4.29	2.85

<u>Opinionnaire Items by Area</u>	<u>Total Average</u>	<u>School Board Member</u>	<u>Administrator</u>	<u>Faculty Member</u>	<u>Other Employee of the District</u>	<u>Student</u>	<u>Parent or District Resident</u>
16. Keeps the community informed about the district's objectives, achievements, needs and plans for the future.	3.68	3.86	4.11	3.70	3.91	4.50	3.43
17. Assures that all school employees are supervised in the performance of their duties.	3.50	3.29	4.26	3.66	4.15	4.64	2.71
18. Involves the building principal and appropriate faculty in formulating recommendations, policies and the budget.	3.09	2.57	3.87	3.17	3.57	3.36	2.59
19. Plans for the professional improvement of all district staff.	3.54	3.43	4.16	3.82	3.83	3.85	2.61
20. Provides for open communication among staff and between staff and community.	3.37	4.00	4.04	3.40	3.46	3.00	3.02
21. Solicits the opinions and gives attention to the problems of all groups and many individuals in the community.	3.29	3.71	4.20	3.29	3.70	3.79	2.98
Rate the degree to which you believe the Kansas City, Missouri School District building principals:							
22. Demonstrate a well-formulated philosophy of education.	4.18	4.43	4.31	4.20	4.48	4.86	4.10
23. Require adherence to district policies.	4.17	3.86	4.58	4.33	4.50	4.50	3.68
24. Participate in the selection of staff members.	3.82	3.71	4.45	4.13	4.21	3.69	2.89
25. Participate in decisions about the retention of staff.	3.86	3.43	4.25	4.20	4.43	4.23	2.81

<u>Opinionnaire Items by Area</u>		<u>Total Average</u>	<u>School Board Member</u>	<u>Administrator</u>	<u>Faculty Member</u>	<u>Other Employee of the District</u>	<u>Student</u>	<u>Parent or District Resident</u>
26.	Involve faculty in the formulation of the budget.	3.47	3.14	3.79	3.77	3.64	3.43	2.59
27.	Support teachers in implementing effective instructional programs.	4.09	4.71	4.60	4.19	4.15	4.92	3.68
28.	Ensure an orderly and safe school environment.	4.09	4.14	4.64	4.00	4.42	4.86	4.17
29.	Convey high expectations for teachers' performance.	4.39	4.57	4.62	4.59	4.69	4.08	3.80
30.	Convey high expectations for students' achievement.	4.48	4.29	4.64	4.56	4.70	4.79	4.30
31.	Work with parent and other organizations to improve a school's service to students and the community.	4.29	4.57	4.64	4.35	4.57	4.07	4.04
32.	Direct the public relations program in cooperation with the superintendent.	3.26	4.29	3.78	3.38	3.30	3.50	2.68
Rate the degree to which you believe the Kansas City, Missouri School District faculty:								
33.	Evidences a commitment to the goals of the school district.	4.39	3.86	4.11	4.70	4.69	4.43	3.64
34.	Effectively implements the established school curriculum.	4.50	3.86	4.24	4.79	4.72	4.14	3.91
35.	Clearly explains the objectives of the academic program to the students and parents.	4.46	3.86	3.90	4.65	4.48	5.15	4.10
36.	Accommodates the individual learning styles and needs of students.	4.33	4.83	3.85	4.56	4.04	4.64	3.93

<u>Opinionnaire Items by Area</u>	<u>Total Average</u>	<u>School Board Member</u>	<u>Administrator</u>	<u>Faculty Member</u>	<u>Other Employee of the District</u>	<u>Student</u>	<u>Parent or District Resident</u>
37. Uses classroom time in an efficient and effective manner.	4.53	4.00	4.04	4.76	4.54	4.43	4.11
38. Maintains well-managed classrooms which are conducive to teaching and learning.	4.48	4.14	4.17	4.65	4.56	3.86	4.19
39. Regularly evaluates the performance of students and provides them immediate feedback.	4.53	4.17	3.93	4.81	4.58	4.21	4.11
40. At the elementary level, ensures that all students master the curriculum.	3.76	4.29	3.68	3.70	3.65	3.93	4.02
41. At the secondary level, ensures that all students master the curriculum.	3.14	4.00	3.04	3.04	3.46	4.57	3.23
42. Stimulates and encourages communications between the school, parents, and community.	4.34	4.60	3.86	4.47	4.37	4.86	4.16
Rate the degree to which you believe the students in the Kansas City, Missouri School District:							
43. Receive cooperation and support from members of the school faculty.	4.69	4.67	4.42	4.93	4.59	4.64	4.21
44. Are encouraged by the district to develop desirable attitudes, ideals, and student morale.	4.22	4.80	4.43	4.32	4.42	4.43	3.93
45. Are encouraged by the district to develop appropriate behavior and school conduct.	4.18	4.33	4.53	4.13	4.38	4.57	4.17
46. Understand the objectives of the academic program.	3.89	3.17	3.83	3.92	3.89	4.36	3.84

<u>Opinionnaire Items by Area</u>	<u>Total Average</u>	<u>School Board Member</u>	<u>Administrator</u>	<u>Faculty Member</u>	<u>Other Employee of the District</u>	<u>Student</u>	<u>Parent or District Resident</u>
47. Are provided frequent feedback by their teachers about their classroom performance.	4.60	5.20	4.25	4.85	4.59	4.07	4.17
48. Are provided opportunities and encouragement by the district to participate in extracurricular activities.	4.14	5.17	4.34	4.14	4.52	4.38	4.08
49. Are provided guidance and supervision by the district when participating in school-sponsored activities.	4.32	4.33	4.52	4.34	4.61	4.69	4.19
Rate the degree to which you believe the:							
50. Parents, students, and community are in agreement about the mission of the school.	3.37	3.67	3.42	3.33	3.36	4.00	3.42
51. Parents, students, and community are in agreement about the behaviors expected of the students.	3.54	3.50	3.69	3.30	3.76	4.79	4.12
52. Faculty and the administration believe that virtually all students are capable of mastering the instructional goals of their grade level.	4.12	4.86	4.09	4.16	3.89	5.14	4.04
53. School's environment is safe, orderly, and conducive to teaching and learning.	3.83	4.43	4.23	3.72	4.02	4.29	3.95
54. School board is responsive and responsible to the community at large.	2.97	2.86	2.82	2.87	3.15	3.38	3.10
55. District provides adequate textbooks and classroom materials.	3.77	4.14	4.34	3.65	3.55	4.46	3.89
56. District provides for the basic and special academic needs of students.	3.87	4.29	4.39	3.80	3.96	4.79	3.78

<u>Opinionnaire Items by Area</u>	<u>Total Average</u>	<u>School Board Member</u>	<u>Administrator</u>	<u>Faculty Member</u>	<u>Other Employee of the District</u>	<u>Student</u>	<u>Parent or District Resident</u>
57. Bus schedules and routes are planned to provide efficient and economical transportation services.	2.87	3.86	2.95	2.64	2.91	4.00	3.24
58. Parents, community, and district residents receive information about student achievement and student assessment processes.	4.11	4.57	4.24	4.15	4.09	4.93	3.89
59. Educational program of the district has improved from five years ago.	4.01	3.43	4.77	4.03	3.96	4.07	3.90
60. Management of the district has improved from five years ago.	3.26	3.43	3.86	3.20	3.31	3.79	3.24

APPENDIX D





Reorganized School District No. 7

600 S.E. Miller Street

Lee's Summit, Missouri 64063-4297 • (816) 524-3368

Office of the Superintendent

November 16, 1989

State Representative Joe Kenton
State Capitol - Room 317C
Jefferson City, Missouri 65101

Dear Representative Kenton:

I am writing in response to your October 10 letter. Despite the disclaimers in your letter, the Lee's Summit R-7 School District is presently not in a position to comment on the various proposals. In the past, plaintiffs' counsel in the Naylor litigation has tried to use comments and input by school districts with respect to various legislative proposals as evidence of discriminatory intent by the school districts. Because the Naylor litigation is pending, it would be imprudent for the district to comment at this time and in this manner. It appears to the district that plaintiffs' counsel will seize every opportunity (regardless of its baselessness) to drag the district into litigation. As you probably know, the district court found the Naylor litigation frivolous and sanctioned plaintiffs' counsel. Nonetheless, plaintiffs' counsel is pursuing an appeal. Although your assurances are appreciated, it is others that seem determined to keep the district in litigation which makes it impossible to discuss matters freely from an educational perspective rather than a legal perspective.

I have quickly reviewed the materials you forwarded. I foresee many operational and educational problems, and in the appropriate circumstances I anticipate the district will express its views. I am sorry that I am not presently in a position to respond further to your October 10 letter.

Sincerely,

Gail F. Williams, Ph.D.
Superintendent



APPENDIX E



NORTH KANSAS CITY SCHOOL DISTRICT



November 29, 1989

State Representative Joe Kenton
State Capitol - Room 317C
Jefferson City, Missouri 65101

Dear Representative Kenton:

I am writing in response to your October 10 letter forwarding various legislative proposals.

The North Kansas City School District appreciates the assurances you give concerning comments the district might make about the various proposals. Although the district does not agree with all components of the proposed legislation and believes some of the items are misguided, your concern is appreciated. The district has no doubt that your efforts are sincere. The district also has no doubt that any comments it makes concerning the various legislative proposals will be distorted and used against the district by those who in the past have done so and have kept the district in frivolous litigation for the last twelve years.

As you are aware, the district has developed and presented to the State of Missouri a preliminary proposal for a voluntary interdistrict transfer program. Unfortunately, the district has been sued at least in part based on that proposal. The pendency of that litigation has impeded further development and refinement of the district's proposal. Once litigation has ended, the district hopes to move forward towards its goal of having its program.

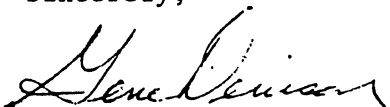
The district believes that any legislation concerning voluntary interdistrict transfers should be flexible enough to accommodate whatever different proposals might be developed by various districts. Because implementation of any interdistrict transfer program should be truly voluntary, the greatest chance that a district will implement a program exists when that district is free to develop a program that reflects the unique circumstances and tradition of the district. The type of program developed should be left to each school district. It is imperative that any legislation accommodate the school district autonomy and local control that is strongly rooted in Missouri education.

Any program should be administered solely by the volunteering district, and any intrusion by other districts or entities would be counterproductive. The volunteering district must have full control over students and personnel involved in a voluntary interdistrict transfer program, just as it does over its other students and personnel. Recognizing that the proposed legislation is well-intentioned, the General Assembly should be particularly careful not to do anything that would undermine the excellent performance and delivery of a high-quality education by the North Kansas City School District. It is important that any district that develops and implements a program be compensated for the costs associated therewith, including any capital costs.

Although the district has in good faith developed an interdistrict transfer proposal, I should note that there are many questions and problems associated with voluntary plans. An objective evaluation of the St. Louis situation would show that such plans are not a panacea. Before legislation is proposed, input should be received from experts not aligned with the Kansas City Missouri School District or the plaintiffs who have sued the North Kansas City School District. The North Kansas City School District and districts like it expect and deserve fair and evenhanded treatment, and attempts to exert pressure are unwarranted and counterproductive. Any program should be realistic and tailored to what will work for the particular district involved. Along those lines, the circumstances presented in the Kansas City Metropolitan area are such that efforts should be made so that school districts in Kansas can be involved.

I hope the above general comments and observations are helpful. I am sorry the district does not feel free to deal with the specifics of each legislative proposal, but the litigation environment has an unavoidable chilling effect.

Sincerely,



S. Gene Denisar
Superintendent

rlc

APPENDIX F



OUT-OF-STATE DISTRICTS

In an attempt to draw on the experiences of other school districts around the nation, the Select Committee Chairman sent questionnaires to several districts which appeared on the Department of Justice desegregation lawsuit list and to districts which were cited as having successful programs by committee witnesses and interested parties. A copy of the questionnaire appears at the end of this appendix.

The questionnaire was sent to the following school districts: San Diego, California; Pittsburgh, Pennsylvania; Boston, Massachusetts; Newark, New Jersey; Montgomery, Alabama; Buffalo, New York; Rochester, New York; Los Angeles, California; and, Milwaukee, Wisconsin. All but three of the questionnaires were returned.

The district representatives who did not reply, and many of those who did, were contacted by telephone for information. The chairman also contacted representatives of other districts, including Baltimore City, Baltimore County, Detroit, Indianapolis, and Omaha.

The chart which follows summarizes the information provided by several out-of-state school districts.

OUT-OF-STATE DISTRICTS
DESEGREGATION INFORMATION

School District	Under Current Court Order to Desegregate?	Under Court Order in the Past?	Are Magnet Schools Part of the District Program?	Approximate Number of White Suburban Students Attending District Magnets (1989-90)	Total District Enrollment (1989-90)	Minority Enrollment (1989-90)
Pittsburgh	No	No	Yes, 10 yrs.	0	39,308	53%
Newark	No	No	Yes, 40 yrs.	0	49,200	89%
Los Angeles*	No	Yes until 1981	Yes, 13 yrs.	0	594,802	84%
Buffalo	Yes, 13 yrs.	----	Yes, 13 yrs.	96	46,611	58%
Montgomery	Yes, 25 yrs.	----	Yes, 6 yrs.	0	35,700	59%
San Diego*	Yes, 12 yrs.	----	Yes, 12 yrs.	0	116,371	57%
Rochester	No	No ans.	Yes, 10 yrs.	300	32,300	70%
Milwaukee	No, by settlement agmt.		Yes, 13 yrs.	1000	97,085	---
Boston	Yes, 15 yrs.	----	Yes, 15 yrs.	—	56,000	75%

*Figures based on 1988-89 enrollment. Figures for 1989-90 not yet available.

As the chart and figures indicate, those magnet schools which are designed to attract white students from the suburbs in order to help integrate the city schools are simply not succeeding. The numbers of white suburban students attending city magnet schools in Buffalo, Rochester and Milwaukee schools are minute compared to the total enrollment of those districts. As the chart indicate, these programs have been in place for 10 to 13 years and are still not succeeding in their mission to attract suburban white students.

The survey and the research of the committee indicate that those magnets which are designed to attract white students from within the same school district are also struggling. The San Diego magnet program began with a court order in 1977. Twelve years later, only 4300 white students are attending magnet schools in the district. Compared to the total district enrollment of over 116,000 students, the white enrollment in the district's magnet schools is miniscule. It is also important to note that this year's (1989's) budget for the San Diego desegregation plan is \$46,966,806.

An article entitled "Public School Choice: Panacea for Education's Ill's?" and published in the Spring 1989 issue of State Education Leader describes some of the growing concerns regarding magnet programs. As the author states:

"Originally developed to promote desegregation in urban districts, magnet schools have recently come under scrutiny as being inequitable because they cost more and cannot serve all students who apply."

In sharp contrast to the failure of magnet programs in their desegregation efforts, are programs such as the one currently operating in Boston, Massachusetts. The METCO program (Metropolitan Council for Educational Opportunity) currently has some 3200 minority students, who reside in the Boston city district, enrolled in and attending schools in 33 suburban districts near Boston. Participation is completely voluntary and cost the state about \$13 million this past school year.

This voluntary interdistrict transfer program contains several important elements which have added to its success. Among them is the "host family" concept which gives transferring students a home away from home in the suburban district in times of emergency or when the late hour of after school activities makes traveling back to the city dangerous. Host families are required to have a child the same sex as the transferring student, and, if possible, a child in the same classroom.

The METCO program costs less than most desegregation programs and, at the same time, appears to be enjoying some success in its integration efforts. Graduates of the program have successfully lobbied the Massachusetts legislature to continue to fund METCO.

Another interesting voluntary interdistrict transfer

plan is currently in operation in Indianapolis. Minority students from Indianapolis are attending suburban schools near the city. The plan limits the number of students which may transfer into suburban schools under the plan to 6800 students. This specific number was chosen so that no suburban district's minority enrollment would exceed 35% black as a result of participating in the program.

DESEGREGATION QUESTIONNAIRE

Information Requested by
THE SELECT COMMITTEE ON KANSAS CITY SCHOOLS
Missouri House of Representatives

September 22, 1989

1. Enrollment figures (1989-90):

Total enrollment of the city school district _____

Minority enrollment of the city district _____

2. Is the district currently under court order to
desegregate? Yes _____ No _____

If yes, how long has the district been subject to such
an order? _____

3. If the district is not currently under an order to
desegregate, was the district previously under such an
order? Yes _____ No _____

What was the final disposition of that order?:

The district was declared "unitary" after operating
under the order for _____ years; or,

Other (please explain) _____

4. Did the court order specify a certain ratio of minority
to non-minority students required to achieve racial
integration in the schools? Yes _____ Ratio _____

No _____

5. Were/are magnet schools part of the desegregation order? Yes _____ No _____
6. Are there currently magnet schools in the city district? Yes _____ No _____
How many?: Elementary _____
Jr. High or Middle School _____
Senior High _____
7. How long have magnet schools been operating in the city district? _____ years
8. How many non-minority students from the surrounding suburban districts currently attend the magnet schools in the city district? _____
Is this number increasing or decreasing over the years? _____
9. Was/is a voluntary interdistrict transfer program (VITP) included in the court order to integrate the schools? Yes _____ No _____
10. Is some form of VITP currently operating between the city district and the surrounding suburban school districts? Yes _____ No _____

If so, how many suburban districts participate in the program? _____

How long has the program been in place? _____

How many minority students from the city transfer to the suburban districts as part of the plan? _____

11. What is the current annual cost of the entire desegregation program? \$ _____

12. Does the city district have special programs set up to encourage parental involvement:

-in the magnets? Yes _____ No _____

If yes, what? _____

-in the VITP? Yes _____ No _____

If yes, what? _____

Completed by: _____ Name
_____ Title
_____ Address
_____ City/State, Zip
_____ Phone
_____ School district

APPENDIX G



School Operating Tax Rate 1964 - 1987

Election Date	Base	Net Proposed Increase	Total If Approved	Total Votes	Votes For	% For	% to Pass
11/3/64	1.00	1.77	2.77	76200	42077	55	(P) 50
11/8/66	1.25	2.07	3.32	44552	20392	46	(F) 50
1/24/67	1.25	2.07	3.32	38674	23364	60	(P) 50
4/1/69	1.25	3.15	4.40	39201	17582	45	(F) 66-2/3
5/20/69	1.25	3.05	4.30	55035	29371	53	(F) 66-2/3
7/1/69	1.25	2.50	3.75	44967	28359	63	(P) 50
6/23/70	3.75 <u>1/</u>	.96	4.71	24323	12965	53	(F) 66-2/3
5/18/71	3.75	.90	4.65	34330	18467	54	(F) 66-2/3
8/10/71	3.75	.65	4.40	33772	17611	52	(F) 66-2/3
12/7/71	3.75	.54	4.29	38249	17774	46	(F) 66-2/3
6/11/74	3.75	1.25	5.00	54075	29332	54	(F) 66-2/3
2/8/83	3.75	2.25	6.00	31151	8078	26	(F) 66-2/3
2/4/86	2.378 <u>2/</u>	1.142	3.52	34062	11425	34	(F) 50
8/5/86	2.378	.303	2.681	A39009 B39040	17731 18317	45 47	(F) 50 (F) 50
11/4/86	2.440	.358	2.798	A56015 B54134	25456 23224	45 43	(F) 50 (F) 50
3/31/87	2.440	.700	3.140	A48851 B47699	21589 19661	44 41	(F) 50 (F) 50

(P) Passed (F) Failed

1/ Legal change made last entry voted a permanent base, subject to being increased by a 66-2/3% favorable majority vote in a regular or special election.

2/ "Proposition C" rollback against otherwise effective school tax rate beginning in 1986.

was approved by 55% -- but they all failed -- didn't get 66-2/3 percent.

The following is a tabulation of dates, amounts, total votes, percentages of favorable votes and the results of School District bond elections (Schools and Libraries) from 1896 to 1987, when the last bond proposal was submitted.

During the period (1967-1987) when these proposals were defeated at the polls, studies show that great deterioration and obsolescence occurred in the plant facilities of the schools and libraries.

General History

School and Library Bond Elections
1896 - 1987

<u>Year</u>	<u>Amount</u>	<u>Total Vote</u>	<u>Percent For</u>	<u>Result</u>
1896	250,000	19406	93	<u>Passed</u>
1899	400,000	3277	85	<u>Passed</u>
1902	500,000	3277	85	<u>Passed</u>
1905	1,000,000	2884	79	<u>Passed</u>
1907	600,000	2163	84	<u>Passed</u>
1910	750,000	3094	91	<u>Passed</u>
1912	2,000,000	3894	83	<u>Passed</u>
1913	2,000,000	5129	80	<u>Passed</u>
1917	2,000,000	4751	83	<u>Passed</u>
1921	5,000,000	19615	89	<u>Passed</u>
1922	5,000,000	14448	89	<u>Passed</u>
1925	5,000,000	19392	82	<u>Passed</u>
1928	5,000,000	17289	64	<u>Failed</u>
1929	5,000,000	47920	89	<u>Passed</u>
1939	500,000	47278	89	<u>Passed</u>
1951	18,000,000	45312	87	<u>Passed</u>

1956	27,000,000	24428	80	<u>Passed</u>
1964	17,500,000	31153	54	Failed
1965	17,500,000	43490	75	<u>Passed</u>
1969	12,000,000	38767	44	Failed
1969	12,000,000	52323	57	Failed (2)
1969	12,000,000	44719	57	Failed (3)
1978	600,000	12950	55	Failed (1)
1978	600,000	37907	46	Failed (1)
1987	65,000,000	47042	50	Failed (2)
1987	12,000,000	51755	53	<u>Passed</u> (3)

(1) For the Public Library

(2) For School Purposes

(3) For the Public Library. Simple majority (50%) required for approval.

Debt is payable from current Library operating funds.
RsMo. 177.088, as amended in 1986. Effective 3/12/86.

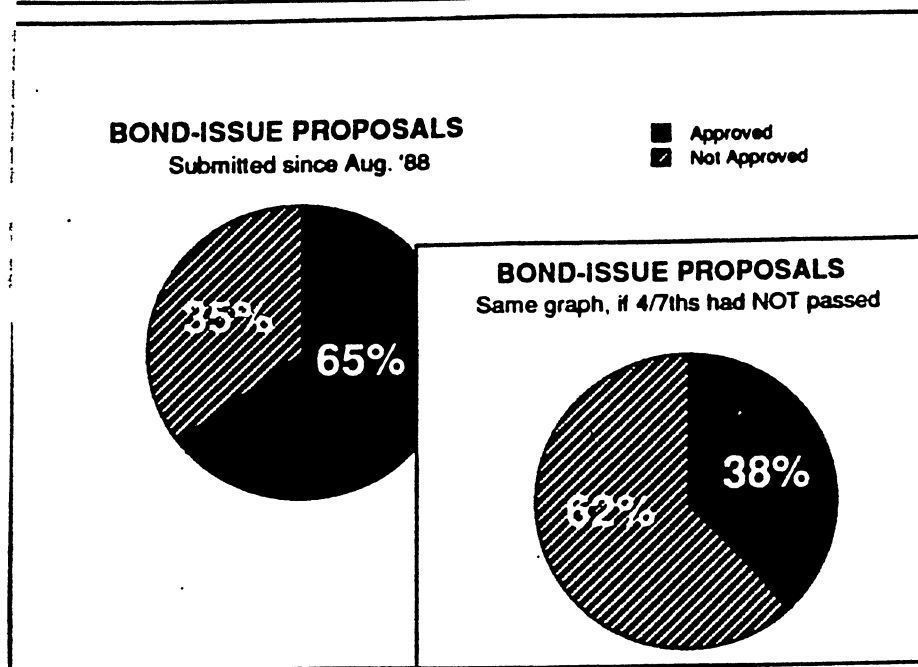
LIST OF ALL BOARD OF DIRECTOR, SCHOOL LEVY, AND BOND ELECTIONS
held by the SCHOOL DISTRICT OF KANSAS CITY, MISSOURI from 1964

School Tax Levy Election	Bond Elections	Board Director Election
11/3/64	5/26/1964	11/4/1966
11/8/66	2/23/1965	1/20/1970
1/24/67	4/1/1969	1/18/1972
4/1/69	5/20/1969	1/15/1974
5/20/69	6/1/1969	1/20/1976
7/1/69	6/6/1978	6/6/1978
6/23/70	8/8/1978	4/1/1980
5/18/71	3/31/1987	4/6/1982
8/10/71		4/3/1984
12/7/71		4/1/1986
6/11/74		4/5/1988
2/8/83		
2/4/86		
8/5/86		
11/4/86		
3/31/87		



APPENDIX H





Survey: More bond issues passing with 4/7ths rule

School districts throughout Missouri have been able to win approval of a substantial number of bond-issue proposals thanks to a constitutional amendment approved by voters last year. This amendment lowered the requirement for bond-issue approval from a two-thirds majority to a four-sevenths majority on certain election dates.

Figures compiled by the Missouri School Boards Association show that there were a total of 75 bond-issue proposals submitted to voters in Missouri school districts between August 1988 and April '89. Forty-nine—or 65 percent—of the proposals were approved by voters. Seventy-one of the 75 proposals submitted to voters during the period needed only the four-sevenths margin for approval; the rest needed two-thirds approval.

Of the 49 bond proposals that passed, only 28 would have won approval under the old two-thirds requirement. The rest of the bond issues that were submitted (26) failed to get either a four-sevenths or a two-thirds majority. Half of the

bond issues that failed (13) would have been approved had a simple majority vote been required for passage.

"Missouri has taken a giant step forward by allowing school districts to get a four-sevenths vote for bond issues," says MSBA's Administrator for Financing Programs, Dr. Howard E. Heidbrink. "The learning environment for literally thousands of students in the public schools will be improved thanks to the constitutional amendment."

MSBA figures also show that the 49 bond issues that won approval between August 1988 and April '89 amounted to nearly \$167 million worth of projects.

Also during the same period, Missouri school districts submitted a total of 59 tax-levy increase proposals to voters. Forty-two, or 71 percent, were approved; 17, or 29 percent, were defeated. Of the tax-levy proposals which passed, only four required a two-thirds vote. Of the proposals that failed, only three required a two-thirds vote. All others required simple majority approval. X



APPENDIX I



QUESTIONNAIRE RESPONSES: SUBURBAN SCHOOL DISTRICTS

JULY, 1989

SCHOOL DISTRICT	1983 BLACK	ENROLLMENT TOTAL	%	1988 BLACK	ENROLLMENT TOTAL	%	TOTAL STATE AID 1988-1989	STATE AID PER STUDENT	POSITION ON VOLUNTARY "CHOICE" ENROLLMENT	ASSESSMENT OF CURRENT TESTING & STANDARDS	TOTAL ATTORNEY FEES
Blue Springs	86	8,600	1.0	314	10,655	2.9	\$14,000,000	\$1,313.00	Opposed	Adequate	No ans.
Center	327	3,093	10.6	666	2,825	23.6	1,400,557	513.23	Neighborhood involvement important. Watch attitudes of patrons.	No ans.	\$115,000
Fort Osage	25	5,348	0.47	52	5,196	1.0	6,727,711	1,329.00	If legis. mandate, would comply. Prefer local control.	MMAT is excellent. Need more state funds.	250,000
Grandview	487	4,818	10.0	720	4,437	16.2	6,662,263	1,555.00	Would create problems.	Use MMAT in accordance with DESE. Satisfied.	300,000
Hickman Mills	1,569	8,718	18.0	2,273	7,576	30.0	10,730,247	1,430.16	No position taken.	MMAT is okay. Need increase in state funds. Parents as ed.	264,000
Independence	140	11,627	1.2	186	11,148	1.7	14,708,597	1,345.00	Do not favor.	Current program acceptable. Sent recommendations to DESE.	1,000,000
Lee's Summit	103	7,685	1.3	111	8,574	1.3	9,373,908	1,139.55	Opposed.	DESE acceptable.	No ans.

QUESTIONNAIRE RESPONSES
Page 2

SCHOOL DISTRICT	1983 ENROLLMENT BLACK TOTAL %	1988 ENROLLMENT BLACK TOTAL %	TOTAL STATE AID 1988-1989	STATE AID PER STUDENT	POSITION ON VOLUNTARY "CHOICE" ENROLLMENT	ASSESSMENT OF CURRENT TESTING & STANDARDS	TOTAL ATTORNEY FEES
North Kansas City	174	311 15,506 2.0	15,176,391	795.00	Voluntary plan is goal of board. Choice plans inconsistent with district mission.	Make sure data regarding transf. pupils gets to receiving dist.	1,000,000
Park Hill	6,145	216 6,749 3.2	5,516,365	817.00	No response.	Present okay.	254,000
Raytown	662 8,570 7.7	914 8,162 11.2	11,581,527	1,418.96	Opposed.	Satisfied. Extend MMAT to grade one.	435,635
*Liberty	101 3,676 2.7	124 4,078 3.0	5,362,951	1,315.00	Operating at capacity. Neighborhood schools preferred.	Adequate.	200,000

*The information from Liberty was provided after the hearing at which this chart was discussed. This information was added to the chart at preparation of this report.

APPENDIX J



QUESTIONNAIRE RESPONSES: SUBURBAN SCHOOL DISTRICTS

JULY, 1989

SCHOOL DISTRICT	1983 ENROLLMENT		1988 ENROLLMENT		1993 Projection
	BLACK	TOTAL	BLACK	TOTAL	% Black Enrollment
Blue Springs	86	8600	314	10,655	8.4%
Center	327	3093	666	2825	52.5%
Fort Osage	25	5348	52	5196	0.5%
Grandview	487	4818	720	4437	26.2%
Hickman Mills	1569	8718	2273	7576	50.0%
Independence	140	11627	186	11148	2.4%
Lee's Summit	103	7685	111	8574	1.3%
North Kansas City	174		311	15714	unknown
Park Hill		6145	216	6749	unknown
Raytown	662	8570	914	8162	16.0%
*Liberty	101	3676	124	4078	3.3%

*The information from Liberty was provided after the hearing at which this chart was discussed. This information was added to the chart at preparation of this report.

**An updated and corrected version of this chart appears at Appendix CC.



APPENDIX K



1989 SURVEY

KANSAS CITY AREA SUBURBAN SCHOOL DISTRICTS CREDIT FOR PRIOR TEACHING EXPERIENCE

<u>School District</u>	<u>Maximum Number of Years Credit for Prior Teaching Experience</u>	<u>Is Granting of Exceptions to Credit Policy Allowed to Meet Special Needs?</u>
Blue Springs	5	No
Center	10	No
Fort Osage	4	Yes
Grandview	5	No
Hickman Mills	6	Yes
Independence	5	No
Lee's Summit	3.5*	Yes
Liberty	10**	Unknown
North Kansas City	No clear max.***	No
Park Hill	5	No
Raytown	4	Yes

*Teachers receive one year of credit for every two years of service, so a teacher earning the maximum of three and one-half years credit will have at least seven years experience.

**Teachers receive credit for the number of years of experience less one year (ie. four years experience equals three years credit).

***The North Kansas City salary schedule indicates that teachers may not receive full credit for experience.



APPENDIX L



More Minority Teachers

We can improve the quality of teacher education and recruit more minorities into teaching, Mr. Haberman maintains. He suggests five strategies for beginning this effort.

.....
BY MARTIN HABERMAN

A RECENT review of research on and best practices for recruiting minorities into teaching summarizes the most effective techniques in the following way: start early, use peer contact, involve parents, use minority and mass media, access computer databases for student records, provide generous financial assistance, offer experiential programs, provide academic and psychological support, discuss obstacles and how to cope with them, provide training on how to take tests, provide flexible scheduling, involve minority faculty members in the processes of admissions and recruitment, survey minority students, provide training on how to teach diverse populations, use enthusiastic mentors, and create consortia to reduce the costs of contacting students and developing materials.¹

Not included on this list, though clearly prerequisite to any serious effort, are administrators — both in the school of education and in the university at large — who are willing to invest the necessary resources in recruiting minorities into teaching and faculty members in educa-

MARTIN HABERMAN is a professor of curriculum and instruction at the University of Wisconsin, Milwaukee, and a member of the Kappan Board of Editorial Consultants.



tion who are willing to commit their time and energy to this cause for an extended period. Even then, there might be only modest returns unless all the actions mentioned in the list above are vigorously pursued.

The problem of minority recruitment has proved so unyielding in large part because people select themselves into teacher education programs. Moreover, they make that choice primarily on the basis of their own school experiences, which have shaped their perceptions of what teachers are and what they do. (It is possible to offer a compelling argument that the 13 years of prior school experience also overpower any effects of the teacher education program itself, but that is another issue.) My point here is to note that these prior school experiences are the most powerful influences on the ways in which individuals — majority or minority — learn to perceive teachers and teaching.

In an urban school system (which is where most blacks and Hispanics attend school), it is unlikely that the most successful students would want to subject themselves to the conditions of work in which they have observed their own approximately 50 teachers and countless substitutes. They have seen ineffective teachers functioning as "lifers" and "burn-outs." They have also seen caring and effective teachers demonstrating feelings of powerlessness from the effects of control by a mindless bureaucracy. Therefore, before we confront the issue of recruiting more minorities into teaching, we must recognize that self-selection into

Prior school experiences are the most powerful influences on the ways in which individuals learn to perceive teachers and teaching.

teaching on the part of any group of graduates of the nation's urban schools is likely to be problematic.

Not surprisingly, future black teachers tend to come from rural areas or from small towns, often in the South, and to attend historically black colleges. These institutions, which accounted for fewer than 5% of the responses to a recent survey by the American Association of Colleges for Teacher Education, enroll more than 30% of black undergraduates in teacher education programs.²

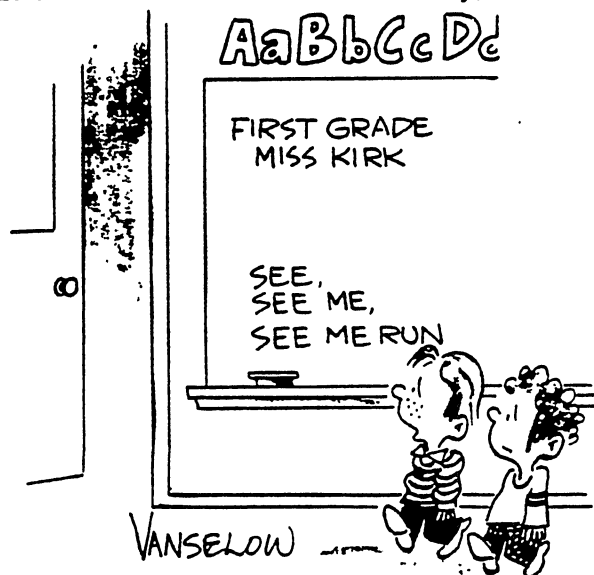
However, beyond its effects on perceptions of teaching, the issue of *urbanness* has even more basic ramifications. In fact, urban schools undereducate substantial numbers of black and Hispanic youths, so that they never get to college at all. Recently, Kenneth Shaw, the presi-

dent of the University of Wisconsin System, proposed that all minority students who are high school or college graduates with grade-point averages of at least 2.5 should receive full-tuition scholarships if they declare a desire to become teachers.³ After investigating the pool of minority students in Milwaukee who could take advantage of this proposal, the Milwaukee Public Schools informed Shaw that less than 13% of minority youths in the Milwaukee school system had grade-point averages higher than 2.0!

What connections might reasonably be made between the conditions of urban schools that serve low-income constituencies and the shortage of minority teachers? Conditions related to educating minorities in elementary and secondary schools and to preparing minorities as teachers are usually reported separately — frequently in different articles in different journals. In reality, there is a direct connection between societal conditions, the quality of schooling offered minority children and youth, and the recruitment of more minorities into teaching.

FOR BOTH minority students and minority teachers, demographics paint a grim picture. By the year 2000, one-third of all school children will be members of a minority group. In several states and in most urban areas, there is already a majority of minorities.⁴ About one-fourth of all children — minority and majority — live below the poverty level,⁵ and Marian Wright Edelman of the Children's Defense Fund estimates that one-third of America's children will be in poverty by the year 2000. However, unlike the 30 million whites of various ethnic backgrounds who came to America prior to 1920, today's minorities are mostly identifiable racial minorities. And unlike the urban schools of the past, whose primary goal was to transform the immigrant hordes into Americans, today's schools frequently have a much more prosaic agenda: help students get jobs and stay out of jail.

The U.S. leads the world in teenage pregnancies: about one million per year, with 500,000 live births. Each day, 40 teenagers give birth to their *third* child.⁶ In effect, our teenagers are creating a nation the size of Libya every six years, and most of that nation is added to our urban populations.



"It's hard to believe that only a week ago we couldn't read!"

At one time, 18% of the U.S. teaching force was made up of black teachers. Today, the figure is 6.9%, and estimates suggest that the proportion will fall to less than 5% by 1995. Only 1.9% of teachers in public schools are Hispanic.⁷

In the 1988 Metropolitan Life survey of America's teachers, 41% of minority teachers (but only 25% of nonminority teachers) said that they are likely to leave teaching within the next five years. Minority teachers said that they are more likely than nonminority teachers to work with disadvantaged students in the inner cities. They reported that drugs, violence, and teenage pregnancy are serious problems in their schools. Yet 67% of minority teachers (and only 25% of nonminority teachers) said they believe that more must be done to recruit greater numbers of minority teachers. All of these figures need to be viewed in light of the fact that the proportion of teachers who report being "very satisfied" with teaching moved up from 40% to 50% between the 1987 and 1988 surveys.⁸

American universities confer only 100,000 new bachelor's degrees a year on minority students in all disciplines, and fewer than 10% of these degrees are in education.⁹ In my own institution, which is nominally the "urban" university of the University of Wisconsin System, there were 346 whites — but only 12 blacks and nine Hispanics — among the 367 students in undergraduate teacher education in 1988.¹⁰ A typical 400-student college department of education enrolls about 362 whites, 22 blacks, seven Hispanics, three Asians, and two Native Americans.¹¹

The pool of members of minority groups who are earning doctorates in education and are thereby eligible to serve as faculty members in colleges of education is also small — and shrinking. For example, 108 Hispanic men earned doctorates in education in 1982; by 1986 this number had declined to 68. During the same four-year period, the number of doctorates in education earned by black men decreased from 233 to 141, and the number of doctorates in education awarded to black women decreased from 339 to 280.¹² This decline is exacerbated by the fact that those minorities who do complete doctorates in education do not remain in teaching (at any level); they tend, instead, to move into administration or to pursue other business and professional opportunities.

In sum, there are small and decreasing

numbers of blacks and Hispanics entering the university, completing certification programs in teacher education, and completing doctorates in education. At the same time that the number of blacks and Hispanics entering teaching is decreasing, a higher proportion of black teachers is leaving the profession.

Meanwhile, the public schools that serve low-income students continue to deteriorate. While the overall dropout rate is 30%, the rates for blacks and Hispanics are higher than 50% in many urban school districts. In actual numbers these percentages represent approximately one million youngsters per year.¹³ However, it is important to note that not all blacks and Hispanics are from low-income families. Nor do they all attend urban schools — although most of them do. It is even more important to note that low-income minority youths aren't the only young people who need to see minority role models; middle-class white youngsters can also benefit from the experience of having black or Hispanic teachers.

The race and background of their teachers tells them something about power and authority in contemporary America. These messages influence children's attitudes toward school, their academic accomplishments, and their views of their own and others' intrinsic worth. The views they form in school about justice and fairness also influence their future citizenship.¹⁴

GIVEN THESE deep-seated and apparently insoluble institutional problems, what, if anything, can be done to secure more minority teachers in the short run? Before I propose some options, I believe it is necessary to provide some analysis of teaching as an occupation.

In practice, teaching is a truncated career. Many people enter and leave teaching, and frequently the very same people do so more than once.¹⁵ In urban school districts 50% of the beginning teachers leave within five years, and a few urban school systems reach this turnover rate in only three years. But before we conclude anything from these statistics, let us remember that in all U.S. school districts 50% of the beginning teachers leave within six years.

For many individuals, teaching is a relatively short period of employment rather than a career. Indeed, if the num-

Only 100,000 new bachelor's degrees a year are awarded to minority students, and fewer than 10% of these degrees are in education.

ber of those who are certified but who never teach is added to the number of former teachers, there are literally more experts *outside* of teaching than *inside*. (The military is the only other occupation in which this is true.)

In some states, because a majority of teaching jobs are in urban areas, more than two-thirds of those who are prepared and certified to teach do not take teaching jobs.¹⁶ In other states, such as Washington, the number of unemployed beginning teachers actively seeking employment (predominantly within the state) in 1986 was equal to the number of teachers needed by just one large city (Houston). But there was no relation between where the job seekers wanted to work and where the jobs were — although some national reports simply-mindedly compare openings for teachers with the numbers of certified individuals and reach the remarkable conclusion that there is no teacher shortage. In California, where there are approximately 4.5 million students and where an annual increase of 600,000 students is projected, it is anticipated that 85,000 new teachers will be needed by 1990.¹⁷

In addition, alternative certification programs operate at peak capacity in many school districts, particularly urban ones. It has become the norm for the very states that mandate higher standards for university-based teacher education programs to encourage the development of alternative and experimental certification programs aimed at staffing urban schools and schools serving low-income students. The world of the university operates on the pretense that state mechanisms for controlling teacher certification are in

place and functioning. The world of alternative programs is guided by the value of expediency: doing whatever is necessary to help the urban schools pretend that they have enough qualified teachers. I refer to this contradiction as "the two worlds of teacher education." Each continues in an opposite direction, aided by the same individuals in the same state departments of education. At best, teacher certification in the U.S. is in a state of flux; at worst, it is in rampant chaos.

This understanding is a critical starting point for the proposals that follow. I believe that in the 1990s any type of teacher education program will be possible in one or more states and that, given commitment and persistence, imaginative teacher educators will be able to try out programs undreamed of heretofore. Finally, I believe that our efforts to recruit more minority teachers will contribute to the diversification of teacher education programs for everyone and that the most effective ways of attracting minority teachers will inevitably open up teaching to new constituencies of whites as well.

THE FOLLOWING five suggestions should be seen as "starters." I place the most confidence in the first four.

1. *Provide a career ladder for members of minority groups who have college degrees and now serve as paraprofessionals in urban schools.* A promising approach for attracting college graduates from the minority population is to upgrade the positions of teacher aide and paraprofessional. In Milwaukee we identified 88 black teacher aides and paraprofessionals who are *college graduates*, as well as a substantial number of Hispanic aides — some of whom were physicians and lawyers in Puerto Rico. Admittedly, not all of these aides and paraprofessionals can or should be trained as teachers. At the same time, many can be, and they need to be identified and trained.

I am proposing that those paraprofessionals and aides who are selected for a teacher education program (using the same criteria as for any other college graduates who are candidates for certification) would continue as salaried employees of the public schools but would be reassigned as intern teachers under the guidance of mentors, at a ratio of two interns to one full-time mentor. In effect, this is a resurrection of the model used by the Teacher Corps but with several

new wrinkles: 1) the teacher union must be an integral partner; 2) the interns would be paid by the schools rather than by the federal government; 3) the mentors would be selected by the teacher union and paid by the public schools; and 4) the teacher education curriculum would be developed by urban classroom teachers, supported by a few university faculty members, so that the school of education would be a *junior* partner in the relationship.

The financial support for such a program already exists in the budget for substitute teachers in every urban school district. All states — whether or not they have laws governing alternative certification — permit "experimental," "demonstration," or "pilot" programs, especially those in urban districts and those aimed at recruiting minorities into teaching. If Milwaukee, which is about the 30th largest school district in the U.S., has 88 minority college graduates serving as paraprofessionals and aides, how large might the national pool of minority college graduates serving in those capacities be? 5000? 10,000? How can we ignore a pool of this magnitude and still claim to care about the issue?

2. *Use support for athletes as a model for supporting minorities in teacher education programs.* Proposition 42, which is now before the membership of the National Collegiate Athletic Association (NCAA), proposes that, in order to be

awarded athletic scholarships, student-athletes must make a combined score of 700 (out of a possible 1,600) on the Scholastic Aptitude Test. Proposition 42 is opposed by many representatives of NCAA Division I institutions, who contend that this standard will deprive many minority athletes of their one opportunity to obtain a higher education. Proponents of Proposition 42 argue that requiring a score of 700 (which indicates that a candidate can write his or her name and make a few correct guesses) is the least that can be done to stop the creation of a class of semiprofessional athletes, less than one-third of whom will ever graduate.

Moreover, 70% of black athletes at schools with less than 4% black enrollment express feelings of being different. Fifty-one percent of them report feelings of racial isolation, while 33% report at least six incidents of racial discrimination each.¹⁸ The study also reports that many universities seem more interested in and put more effort into recruiting black athletes than black students who are not athletes.

I propose that every Division I university that admits athletes under Proposition 42 be required to admit (using the same academic criteria) an equal number of minority students who would like to become teachers and that these universities provide the same degree of tutoring, financial aid, medical care, paid employ-



"My term paper was on underachievers, but I couldn't get past the first page."

ment, and guidance in the preparation of these future teachers as they provide for the athletes. The argument that some athletes actually do graduate and become business leaders, lawyers, and elected officials should encourage us to try this program for the sake of those who will make it through and become certified teachers.

Taking into account all sports for both men and women, this proposal might mean that more than 100 minority students would be recruited into teacher training programs in some large institutions. The shortage of minority teachers might be over if just the 100 largest universities participated. In addition, if the even larger number of Division II schools provide assistance to prospective minority teachers that equals the assistance they provide to athletes, we might be facing an oversupply of minority teachers.

One of the strengths of this proposal is that, while the universities are allowed to get away with exploiting athletes (most of whom will never make it to the professional ranks and will never graduate), they would not be allowed to deal with future teachers in this fashion. The public would not tolerate having a majority of these minority students simply dropped from the rolls after four years of "attendance."

Among the many reasons that this proposal seems more humorous than feasible is that we all know very well that university athletics are held to be sacrosanct, while the dedication to recruiting future teachers (minorities or not) is largely rhetorical, to be achieved at no cost, with no change in organizational structure, and, indeed, with little or no inconvenience to any constituency with any institutional clout. The truth is that those who run our universities are frequently held more accountable for providing winning athletic teams than for almost anything else.

3. *Form working partnerships with two-year colleges.* Such partnerships will require structural changes in what universities do, in how they do it, in who is involved, and in certification processes. Minorities constitute 21.3% of the general population. They account for 17% of enrollment in two-year colleges and for 14.5% of enrollment in four-year institutions. At the same time, 54% of all Hispanics and 45% of all blacks enrolled in postsecondary institutions are attending two-year colleges.¹⁹ Two-year col-

Universities need to make the necessary structural changes to recruit minority students attending two-year colleges and prepare them for teaching.

leges serve minorities at the point of entry, they provide remediation when necessary, and they guide students through programs with counseling and support services. They have proved to be the most successful institutions for helping Hispanics and blacks to make the transition from high school to higher education, and it seems to me that this is one major reason why minorities choose them in the first place. We know that many minority students aspire to go on from two-year colleges to earn bachelor's degrees. Yet minority students continue their education beyond two-year programs at a rate disproportionately lower than the rate for whites.²⁰

Minorities have found that two-year colleges are less expensive and are often located closer to home. Moreover, such colleges provide a more personal and supportive environment than many four-year institutions. Minorities perceive that they are being given an opportunity in two-year colleges. Four-year institutions might be more successful in attracting and educating minority students who have already had positive experiences in two-year colleges than they have proved themselves to be in dealing with poorly prepared minority youths directly out of high school.

The following list, derived from a study published by the Education Commission of the States, provides a capsule summary of the current situation.²¹

- While a much larger percentage of minorities enroll in two-year rather than four-year institutions, recent studies indicate a decline in the number of transfers from community colleges to universities.

- In the 1960s and 1970s institutions of higher education established counseling and support services targeted at minority students; these have since been expanded to serve *all* students in need of assistance.

- Little progress has been made in campus race relations; groups often go their separate ways, and many activities and organizations are effectively segregated, albeit voluntarily.

- While counseling and remedial services are critical to the success of minorities, such programs are often underfunded and have low campus priority.

Some examples of partnerships between two-year colleges and four-year institutions already exist. Chabot College has a system in place that allows its students to transfer to the University of California at Berkeley to complete work in their major fields for two years and then to attend California State University at Hayward for a fifth year that will earn them teaching credentials.

The data are clear. Most minorities will not even attend universities, and not all of those who do attend will remain long enough to complete a bachelor's degree. Even those who do complete their degrees will probably do so in fields other than teaching. Minorities are well-represented in two-year programs, and universities need to make the necessary structural changes to recruit such students and prepare them for teaching. The most logical means for attracting more minorities to teacher training programs is to take the programs where the minorities are — the two-year colleges — and work out the required institutional agreements regarding transfers of credit.



This is the fifth grade — room 204 — Myra Dirkum, commanding. Some of your older brothers and sisters may have told you about this outfit."

4. *Redefine the length and nature of the daily, monthly, and annual employment of teachers to more accurately reflect reality.* Every metropolitan area has minorities who are college graduates and who would consider a career in teaching if it were recognized as part-time or temporary employment. Instead of training predominantly white late adolescents and being continually amazed at the rate of turnover in teaching, it would make more sense to deal with the occupation of teaching, particularly in urban schools, as it is actually practiced. Job sharing would be a fruitful way of attracting teachers, both majority and minority. The typical criticism made of job sharing is that it would double the cost of fringe benefits. But states could help local school systems defray these added costs. A related suggestion would be to use professionals in business or industry as teachers for one or two days per week for an hour or two per day. Engineers, accountants, health professionals, and numerous others might be interested in spending part of their workdays as teachers. Moreover, many of their employers would be willing to provide released time for this purpose. Roy Edelfelt has outlined 16 other strategies for reaching such untapped constituencies in new and exciting ways.²²

5. *University-based programs of teacher education should be required to do more.* While traditional university-based programs of teacher education are not promising places to begin to address this issue, such programs should not be allowed to continue to rationalize their failures. Richard Richardson of Arizona's National Center for Postsecondary Gov-

ernance and Finance studied 10 predominantly white public universities and made two recommendations:

1. States should tell public universities that enrollment and graduation rates for minorities must approach their proportion in the state population, and they must provide financial assistance that takes account of these students' lower economic resources and the longer time it may take them to graduate.

2. College and universities must . . . assess their own environment and make changes necessary to provide effective educational experiences to a broader range of students. . . . This can be done without compromising quality.²³

This proposal should be implemented *not* because it is the most promising of the suggestions (actually it is the least promising), but because it is only right that universities be held accountable. At present, the rhetoric about the need to recruit minorities into teaching that is emanating from teacher education programs might lead the naive to believe that the universities are part of the solution; in fact, they are a goodly part of the problem.

The income gap between the haves and the have-nots in America is widening. We must avoid a situation in which our schools of education merely reflect the widening gap in the general society. Otherwise, we will continue to find racial minorities and poor women working primarily in day-care centers and as teacher aides and earning the minimum wage. We will find mostly white women working as teachers, and mostly white males in positions of administration.

The time is long past when we could pretend that teacher education was an efficient system for preparing true professionals and when we could reassure the public that the process of licensure protected all youngsters (even those in large cities). Today, any college graduate with persistence and a willingness to relocate can become a teacher, and this has been true for some time. But when it comes to recruiting minorities into teaching, the breast-beating about "maintaining quality" is a phony issue. In truth, we can improve the quality of teacher education and recruit more minorities into teaching. What's needed is the will to do so, and that has yet to be demonstrated.

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"As you know, Bradley, I'm your biggest supporter on the faculty."

APPENDIX M



REGIONAL SPOTLIGHT

SOUTHERN REGIONAL EDUCATION BOARD

NEWS OF
EDUCATION IN
SREB
STATES

Preparing More Minority Teachers

Why the Decline in Minority Teachers?

- *Why has the number of minority teachers declined dramatically since 1975?*
- *What role have historically black colleges and universities played in meeting the need for minority teachers?*

The gap between the number of minority teachers and the proportion of minority students enrolled in elementary and secondary schools in the SREB states continues to widen. For example, minority enrollments have increased in Alabama and South Carolina, but the percentage of minorities in the teaching force has dropped in both states.

In the past two years nearly half of the Southern Regional Education Board (SREB) states reported an increase in the percentage of minority students, *but not a single SREB state reported an increase in the percentage of minority teachers*. This situation is also true for many states across the nation. If the downward trend in the number of minority teachers continues, it may be common for children to complete kindergarten through 12th grade without being taught by even *one* minority teacher.

This SREB publication is the first in a series focusing on the supply of minority teachers. Reports to follow will discuss:

- **Historically black institutions:** What is their impact on the supply of minority teachers?
- **Actions taken by SREB states** to increase the number of minority teachers.

Minority students represent 30 percent of the students enrolled in the nation's public schools. Three-fourths of the SREB states have minority enrollments above 25 percent, ranging from 25 percent to 56 percent. According to the U. S. Department of Education, minority teachers represented only 13 percent of the nation's public school

teachers in 1986. While this is a smaller percentage than in nearly all SREB states, among those SREB states that have information on minority teachers, the proportion has decreased or remained the same in recent years (Table 1).

TABLE 1
Minority Enrollment and Teachers, SREB States

	Minority Students as Percent of K-12 Enrollment*		Percent of Minority Teachers†	
	1985	1987	1986	1987
Alabama	36%	38%	26%	25%
Arkansas	26	25	14	NA
Florida	32	35	20	20
Georgia	37	39	NA	NA
Kentucky	11	11	NA	4
Louisiana	44	43	33	32
Maryland	42	40	23	23
Mississippi	51	56	NA	35
North Carolina	34	32	23	19
Oklahoma	24	21	7	7
South Carolina	41	45	23	22
Tennessee	22	23	NA	NA
Texas	43	49	23	NA
Virginia	28	27	19	19
West Virginia	5	4	NA	NA

SOURCES: * U.S. Department of Education, calendar years.
† information from the State Departments of Education, school years

Among reporting SREB states, the proportion of minority teachers ranged from 4 percent to 35 percent in 1987. Only in Alabama, Louisiana, and Mississippi did minorities comprise 25 percent or more of the teachers.

The percentage of new minority teachers being certified suggests that the decline may be greater in the years ahead. For example, Alabama reported recently that one-fourth of its teachers were minorities, but only about one of seven of the new teaching certificates were awarded to minorities in that year. The decline in numbers of minority teachers can be attributed to several factors including:

- Overall minority undergraduate enrollment and degrees awarded;
- Opportunities in other fields;
- Effects of standardized testing for teacher certification.

Minority Undergraduate Enrollment and Degrees Awarded

The number of high school graduates increased during the 1980s, but there will be fewer high school graduates by 1993 in the SREB states and nationally. It will be 1997 before the number of high school graduates reaches the current level, both nationally and in the SREB region. Unless the college-going rate for blacks can be increased, neither the number nor the proportion of blacks enrolled in college may change significantly by the year 2000.

To significantly increase the number of minority college graduates prepared to teach means:

- Increasing the number of minorities graduating from high school who are prepared to enter college;
- Increasing the number of minorities who enter programs to prepare for teaching; and
- Increasing the number of minorities who complete a degree and meet state certification requirements.

Over the last decade, high school graduation rates for blacks and Hispanics have been increasing, but are still below the rates for white students. Furthermore, proportionately fewer black and Hispanic high school graduates go to college. The U.S. Bureau of the Census has estimated that 76 percent of black 18- to 24-year-olds have graduated from high school. These rates are consistently lower than for whites, with 83 percent of 18- to 24-year-olds graduating. The rates for Hispanics are much lower; only 60 percent of the 18- to 24-year-olds graduate from high school.

Studies show similar college enrollment differences among whites, blacks, and Hispanics. Participation rates of 18- to 24-year-old blacks and Hispanics have worsened within the last 10 years (Table 2). The college participation rate for blacks peaked at 23 percent in 1976; it was down to 19 percent in 1980 and increased to 22 percent in 1986. Similar rates for Hispanics show a peak of 20 percent in 1976, a drop to 16 percent in 1980, and an increase to 18 percent in 1986. Whites continue to have the highest college participation rates.

There was an increase of nearly 11 percent in the number of black students enrolled in college in the SREB states between 1976 and 1986, compared to only 3 percent nationally. Although the total number of minorities enrolled has increased, the increase has been less than the overall gain in college enrollments. So, the proportion of minority students has decreased, both in the SREB states and nationally. In 1986, blacks represented 13 percent of the total college enrollment in SREB states compared to 8 percent nationally, down from nearly 15 percent and 9 percent, respectively, 10 years earlier.

In the SREB states, from the late Seventies to the mid-Eighties, the actual number of black students earning bachelor's degrees increased by 2 percent, compared to a national *decline* of 2 percent. Still, as a percent of total bachelor's degrees awarded in the SREB states, only 10 percent were awarded to black students in 1985—down from 11 percent in 1977.

TABLE 2
College Enrollment Rates
United States

	Percent of 18- to 24-year-olds		
	White	Black	Hispanic ¹
1972	26	18	13
1976	27	23	20
1980	26	19	16
1986	28	22	18

1. Depending on the country of origin and individual identification in response to U.S. Department of Education surveys, Hispanics may be included among the black and white college enrollment figures

Source: U.S. Department of Education, National Center for Education Statistics. *The Condition of Education: Postsecondary Education, 1988* (Volume 2), p.54

Note: Participation rates represent the proportion of a given group enrolled in an institution of higher education. For example, the college participation rate for 18- to 24-year-old blacks is calculated as a percentage of the total black 18- to 24-year-old population

Opportunities in Other Fields

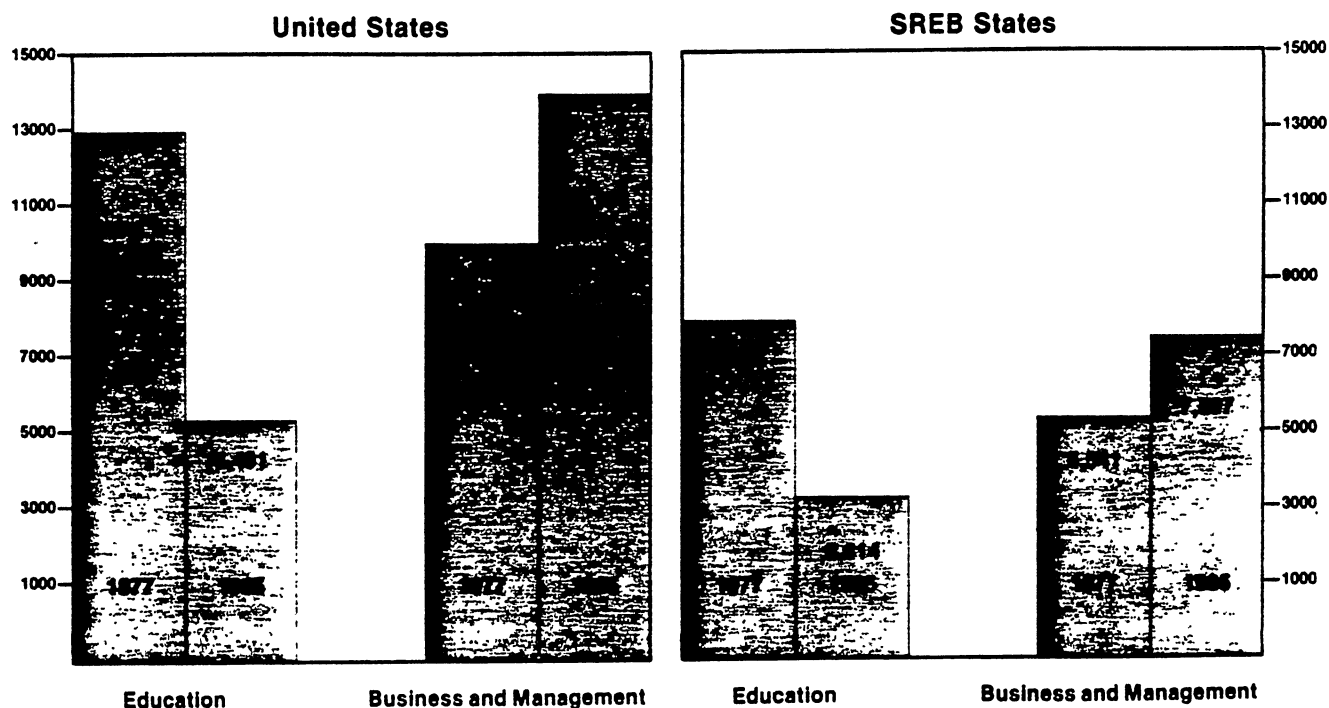
Today's black undergraduate college students are no longer majoring primarily in education. In 1977, education was by far the most frequently chosen field for blacks. That year, in the SREB region, some 30 percent of the bachelor's degrees awarded to black students were in education (22 percent nationally). Comparatively, 20 percent were in business and management (17 percent nationally). By the mid-Eighties, the most popular degree field for blacks had shifted to business and management and the number of bachelor's degrees in education awarded to blacks had decreased 45 percent—representing almost 4,500 fewer education degrees. In 1985, for example, 3,614 bachelor's degrees in education were awarded to blacks, over twice that many (7,597) were awarded in business and management. This represents a dramatic shift with national implications, since approximately two-thirds of all prospective black teachers in the United States

graduate from colleges and universities in SREB states.

Historically black institutions have been the largest producers of black teachers. In 1976, these institutions awarded nearly three of every four bachelor's degrees in education received by black students in the SREB states and 54 percent nationally. By 1985, historically black institutions awarded only 58 percent of the bachelor's degrees in education earned by blacks in the SREB region and 46 percent nationally. Of the region's approximately 3,600 black teacher education graduates, 2,100 were from historically black institutions. Even with the declines of the last decade, historically black institutions continue to be the largest suppliers of black teachers.

Statistics show clearly that substantially fewer minority students are now choosing to teach. More competitive salaries, better working conditions, and occupational prestige in other fields are luring many minorities to other careers. However, standardized testing also has had an impact on the number of minorities certified to teach.

Bachelor's Degrees Awarded to Black Students



Effects of Standardized Testing

All SREB states (46 states nationwide) require testing as a part of certification for teachers. Testing has been controversial—particularly in view of the fact that blacks and other minorities have had failure rates higher than those for whites. In Florida, for instance, between 1980 and 1988, 88 percent of the white candidates taking the state teacher certification test for the first time passed it, compared to 38 percent of the black candidates and 51 percent of the Hispanics. The Georgia Department of Education reported similar passing rates for first-time candidates taking the Georgia Teacher Certification Test. Between 1978 and 1986 in Georgia, only 40 percent of black candidates received passing scores on their first attempt, compared to 87 percent of the white candidates. Of those who took the Georgia test a second time, 83 percent of the black candidates passed it, as did 98 percent of the white candidates. These “passing rates” have led colleges and universities in the SREB states, particularly some historically black institutions, to revise their education programs.

Strategies to Increase the Number of Minority Teachers

If the decline in the proportion and number of minority teachers is to be reversed, efforts must be made to increase the number of minority students who prepare themselves in collegiate programs—programs that have higher standards than in the past. Simply denouncing standardized testing will not have an effect on the disparity in scores between minority and white candidates. Norman Francis, President of Xavier University, New Orleans, in addressing the Southern Regional Education Board stated, “We know it can be done. We

are going to produce high quality minority candidates for our schools . . . The National Teachers Examination nor any other examination is going to stop us . . . All you have to do is invest in human capital.”

To increase the number of minority teachers, improvements are needed in several areas:

- High school graduation rates must increase.
- More minorities should be encouraged to take college preparatory courses in high school.
- College-going rates and college retention rates of minorities must improve.
- Effectiveness of financial aid programs must be examined.
- Colleges and universities must revise curricula and provide a broad education to enable graduates to meet and exceed the minimum standards for certification.
- Influence of salaries and career ladder programs on recruiting and retaining more students, particularly minority students, in teaching must be evaluated.

Improvements will require specific actions by schools, colleges, and states. SREB will spotlight actions by historically black institutions and SREB states in this special series on minorities in the teaching force.

This edition of *Regional Spotlight* was prepared by L. Jill Rambert, SREB research associate.

April, 1989

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REGIONAL SPOTLIGHT

NEWS OF EDUCATION
IN SREB STATES

Margaret A. Sullivan, Editor

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Preparing More Minority Teachers

The Impact of Historically Black Institutions on the Supply of Black Teachers

- *What role have historically black colleges and universities played in meeting the need for minority teachers?*
- *Why has the number of black students majoring in education declined?*
- *What efforts have historically black colleges and universities taken to thwart further declines?*

From their inception more than a century ago until the 1970s, a major mission of historically black colleges and universities was to train young blacks to become teachers in the segregated school systems of the United States. Teaching was one of the few professional occupations in which there was a demand for blacks.

In recent years, these institutions have changed significantly in terms of focus, enrollment, and the number and types of degrees awarded. To keep pace with opportunities and demands and to continue their influence on the progress made by the black population in the United States, they are producing graduates in almost all fields, including business, engineering, and science. At the same time, the impact of these institutions on the supply of black teachers continues to be as significant as when the first black college was founded in the late 1800s.

Of the 98 historically black institutions in the nation, 91 are located in Southern Regional Education Board (SREB) states. In 1984-85 historically black colleges and universities supplied slightly less than half of the black teachers in the nation. All colleges and universities in the SREB states produce two of three black teachers in the nation, of which more

than half are from historically black institutions. This translates into about one of every three black teachers in the nation as graduates from a historically black institution in SREB states.

This report is the second in an SREB series focusing on the supply of minority teachers. The initial report discussed "Preparing More Minority Teachers: Why the Decline in Minority Teachers?" (April 1989). The third report will discuss actions taken by SREB states to increase the number of minority teachers.

Enrollment and Degree Shifts

For the purposes of this publication, data from 1976 to date combine historically black and predominantly black institutions. Predominantly black institutions are those in which black students comprise more than 50 percent of the total enrollment. Historically black institutions are those founded for black students. In some states (Louisiana, Mississippi, and Oklahoma) the predominantly black and the historically black institutions are the same. In other states (Kentucky and West Virginia) there are institutions that were founded as institutions for black

students which are no longer predominantly black. And in several states institutions which were not founded as colleges for black students currently have predominantly black enrollment.

Black undergraduate enrollment in the nation increased three percent from 1976 to 1986. However, during the same time period, a large percentage of the black undergraduate students were enrolled in two-year colleges, 42 percent in 1976 and 43 percent in 1986. This factor, coupled with increasing numbers of black students who enrolled in the nation's predominantly white four-year institutions, influenced a decline in the share of black enrollment (from 47 percent of all black undergraduates in 1968 to 30 percent in 1986) in historically black colleges and universities across the nation.

Changes in enrollment patterns of black students over the last 20 years have been even more dramatic in the SREB states (Table 1). Although black enrollment in the SREB states increased over 8 percent from 1976 to 1986, 37 percent of the region's black students were enrolled in two-year colleges (36 percent in 1976). In the SREB states in 1986, only one of every three black undergraduate students was enrolled in a historically black institution, compared to nearly one-half in the mid-1970s and 75 percent in 1968.

Despite black undergraduate enrollment declines, historically black colleges and universities continue to award a large number of bachelor's degrees to black students (Table 2). However, between 1976 and 1985, the number of black students earning bachelor's degrees declined over 3 percent nationwide. In addition, the number of degrees awarded by historically black colleges and universities also decreased 30 percent.

Bachelor's degrees awarded to black students in the SREB region decreased slightly from 1976 to 1985, but the proportion of degrees awarded by the region's historically black colleges and universities shifted downward—from 69 percent in 1976 to 51 percent in 1985. Even with this decline, the historically black institutions in SREB states still produce over one-half of the region's black college graduates (see Figure 1).

Decline In Teacher Education Graduates

Fewer students, black or white, are choosing to major in education, but the decline in the number of teacher education graduates in historically black colleges and universities is more notable. In the

Table 1
Undergraduate Enrollment of Black Students
1976, 1980, 1986

	1976*		1980*		1986	
	United States	SREB States	United States	SREB States	United States	SREB States
Total Black Undergraduate Enrollment	866,607	367,231	1,020,070	426,197	973,474	435,021
Total Black Undergraduate Enrollment in Historically Black Colleges and Universities	273,848	164,519	287,660	161,955	287,773	149,145

* Oklahoma, which became a member of the Southern Regional Education Board in 1985-86, was not included in the SREB analysis for 1976 and 1980.

SOURCES: SREB Analysis of National Center for Education Statistics data tapes of fall enrollment in higher education 1976, 1980, and 1986.

Table 2
Undergraduate Degrees Awarded to Black Students
1976, 1981, 1985

	1976*		1981*		1985	
	United States	SREB States	United States	SREB States	United States	SREB States
Bachelor Degrees Awarded to Black Students	59,297	28,945	60,729	29,837	57,563	28,664
Bachelor's Degrees Awarded to Black Students by Historically Black Colleges and Universities	23,581	19,843	19,799	16,910	18,172	14,719

* Oklahoma, which became a member of the Southern Regional Education Board in 1985-86, was not included in the SREB analysis for 1976 and 1981.

SOURCES: SREB Analysis of National Center for Education Statistics data tapes of earned degrees 1975-76, 1980-81, and 1984-85.

mid-1970s, more than half of the black teacher education graduates were from historically black institutions across the nation; this decreased slightly to 45 percent in 1985. In 1985, more than one-third (39 percent) of the nation's black teacher education graduates were from historically black colleges and universities located in the SREB region — a decline from 46 percent in 1976.

In the SREB region, in 1976, 74 percent of the bachelor's degrees in education earned by black students were from historically black institutions. However, by 1985, only 58 percent of the black students who earned bachelor's degrees in education were from historically black colleges and institutions (see Figure 2). A major factor contributing to the decline is that as broader and more varied career opportunities became available for minorities, black students at historically black institutions began to earn degrees in other fields.

As a result, some historically black institutions shifted their focus to other majors, such as science and business. For instance, Xavier University of Louisiana has more than tripled its placement of blacks in the health professions. Xavier has now grown to the nation's number one position in placing blacks in pharmacy and number two in placing blacks in medicine. The Office of Health Professions at Morehouse College (Georgia) coordinates three

programs designed to increase the number of minorities in the health professions: the E. E. Just Summer Science Institute, the Frederick E. Mapp High School Summer Science Scholars Program, and the Morehouse College Pre-Freshman Summer Program. The latter is held at Meharry Medical College (Tennessee), one of four predominantly black medical schools. Each program is designed to prepare and encourage minority high school students to pursue careers in science by focusing on research-mentorship, academic enrichment, and seminars and field trips.

Education Reform in the 1980s

Demands to change the ways teachers are selected and prepared began in the late 1970s. The educational reform movement identified improving the quality of teachers as part of the solution to the problems in education, since far too often the characteristics and capabilities of teachers did not meet the public's needs and expectations. Consequently, many institutions raised admissions standards to teacher education programs and states mandated changes in teacher education and certification criteria. These changes resulted in institutions taking steps to increase the overall academic preparation of those aspiring to be teachers. These changes took a

variety of forms. For example, more stringent requirements for admission to teacher education programs often included:

- minimum grade point averages;
- minimum score on either the Scholastic Aptitude Test (SAT) or the American College Test (ACT); and
- passing scores on “basic skills” tests, such as Educational Testing Service’s Pre-Professional Skills Test (PPST), or a state-developed test.

The reform movement hit the historically black colleges and universities hard. The new, higher admissions standards were more difficult to meet. Fewer of their graduates could pass the certification tests on the first attempt. And, most historically black institutions experienced sharp declines in the number of students applying to teacher education programs and completing initial certification programs during the 1980s.

An SREB study indicated that 93 percent of the responding historically black colleges and universities experienced a decrease in the number of students applying to teacher education programs from 1982 to 1987. For example, one college reported 114 applicants in 1982, but only 55 by 1987. Most of the institutions indicated dramatic declines in the number of students completing undergraduate teacher education programs during that same period.

In another SREB study surveying historically black colleges and universities, most of the respondents indicated that the total enrollment in, and number of students graduating from, teacher education programs declined during the 1980s. Reported enrollment rates were down an average of 60 percent, and graduation rates an average of 30 percent.

In addition to frequently cited negative perceptions of the profession and broader career opportunities in other fields, many historically black institutions attributed the decline in enrollment in education programs to students’ inability to meet teacher education program admissions standards or state teacher certification requirements.

For those few institutions who reported an increase in enrollment, the contributing factors cited included:

- increases in the number of older or non-traditional students;
- reputation of the education department;
- increases in the number of non-black students; and
- revised and strengthened curricula.

Most of the historically black colleges and universities also reported low passing rates on teacher certification tests from 1982 to 1986. The average first-time pass rate on teacher certification tests during 1986 was 49 percent (for those institutions that reported data). Nine of the fifteen SREB states (Arkansas, Florida, Georgia, Mississippi, North Carolina, South Carolina, Tennessee, Texas, and Virginia) now require that, for a college to retain program approval, a designated percentage (ranging from 60 to 80 percent) of graduates pass the tests.

Most of the historically black colleges and universities indicated that, in response to the new state mandates, improvements in education programs were initiated or implemented between 1983 and 1986. For instance, 50 percent of the historically black institutions reported raising grade point average (GPA) requirements for entry into teacher education programs. The new GPA requirements ranged from 2.0 to 3.0 (on a 4.0 scale) with 50 percent reporting a GPA requirement of 2.5 or above for entry into the teacher education program.

Other changes include revised courses and curricula, test-taking workshops, improved academic advising programs, and faculty development programs.

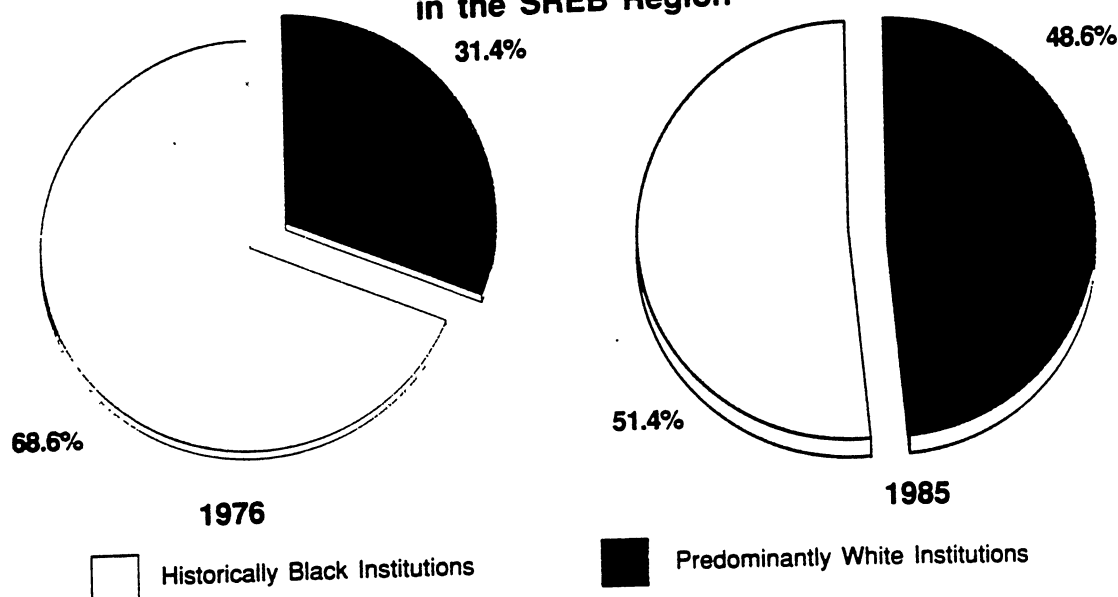
More Students Equal More Teachers

Getting today’s college students to shift from majors perceived to be more lucrative and attractive, such as science and business, to teacher education may be very difficult, and in some respects counter-productive, since blacks also are underrepresented in these fields. In the long term, the most desirable strategy would be to increase the size of the total pool of black college students. Assuming that the proportion of students who elect an education major does not drop drastically, this would increase the number of black teachers.

For several years, SREB has been administering a project, funded by a grant from the William R. Kenan, Jr. Charitable Trust, which is attempting to improve the college-going rate of minorities through stronger links between schools and colleges. The idea is to encourage “at-risk, high potential” students who may lack the necessary motivation and skills to attend, and succeed in college.

Six historically black institutions (Bethune-Cookman College in Florida; Dillard University in Louisiana; Jackson State University in Mississippi;

Figure 1
Bachelor's Degrees Awarded to Black Students
in the SREB Region



SOURCE: SREB analysis of National Center for Education Statistics data tapes of earned degrees and other awards, 1975-76 and 1984-85

South Carolina State College; Virginia Union University; and Winston-Salem State University in North Carolina) and their respective local public school systems participate in the project. The project emphasizes rigorous and challenging academic studies, provides tutorial services delivered by public school master teachers and university students, and sponsors social and cultural activities. For example, activities such as those offered at the Jackson State University site are typical:

- Tutorial activities for participants are determined by classroom grades and standardized achievement test scores, grade level, and background of students.
- Each of the 50 junior and senior high school students are assigned a university student mentor.
- A conference brought together public school officials and personnel and university faculty to discuss public school promotion and graduation requirements and their relationship to the higher college entry standards called for in Mississippi.

- A conference was held on requirements for regular admission to Jackson State and other universities in Mississippi and the need to begin the academic preparation of students for college entry as early as eighth grade.
- An academic and cultural summer academy for students is held on the Jackson State University campus.

It is anticipated that the historically black colleges and universities and public school systems participating in the SREB project will increase the pool of minority students enrolling in and prepared for higher education in these states. In addition, the program will serve as a model for other colleges and universities and school systems.

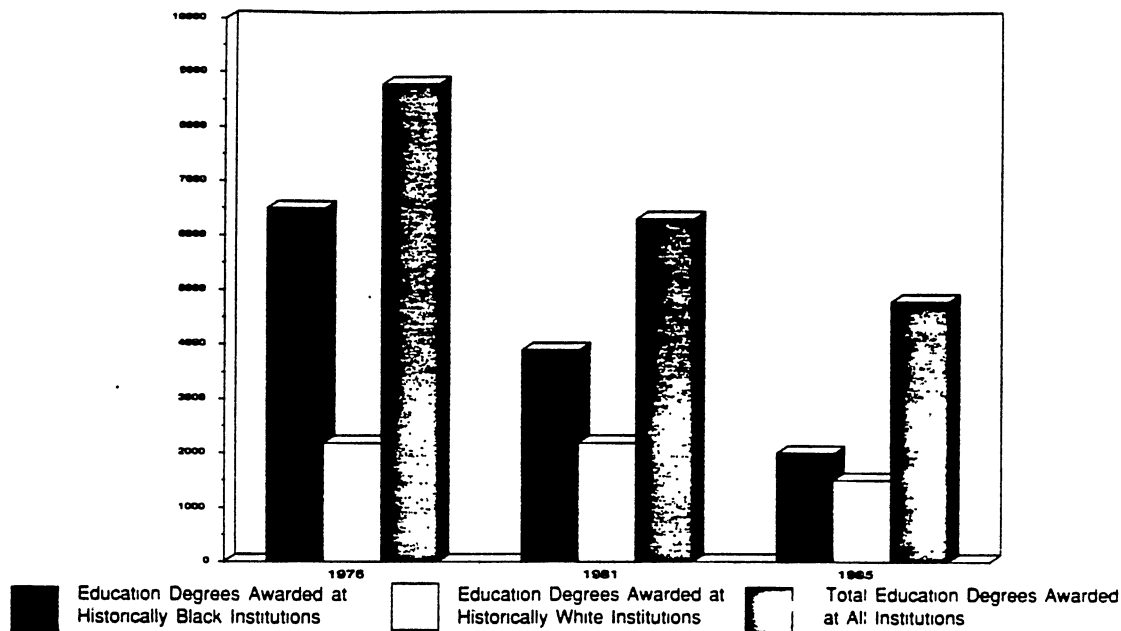
The Southern Education Foundation organized a consortium on Teacher Supply and Quality in 1987 to increase the number of black teachers in the South. The Consortium members are: Albany State College (Georgia), Bethune-Cookman College (Florida), Grambling University (Louisiana),

Johnson C. Smith University (North Carolina), Tuskegee University (Alabama), Xavier University of Louisiana, the Harvard Graduate School of Education (Massachusetts), Teachers College of Columbia University (New York), and the Peabody College of Vanderbilt University (Tennessee).

Black students, from junior high school- to college-age will participate in separate programs

designed to encourage interest in teaching and education. Faculty members from the six historically black institutions will be involved in faculty exchanges with Columbia and Vanderbilt Universities. Harvard hosted the first Summer Study Program in 1988 for 24 students nominated by the participating black colleges to increase the number of black teachers.

Figure 2
Education Degrees Awarded to Black Students
in SREB States



SOURCE: SREB analysis of National Center for Education Statistics data tapes of earned degrees and other awards, 1975-76, 1980-81, and 1984-85

Other historically black institutions also have initiated programs to increase the college-going rates of minority students and/or the number of minorities in teaching. For example, Benedict College (South Carolina) coordinates the Minority Access to Teacher Education (MATE) scholars program in cooperation with the South Carolina Center for Teacher Recruitment headquartered at Winthrop College. The program is designed to encourage and attract academically talented high school students and presently enrolled college students from across South Carolina to embark on teaching careers. Students participate in a three-week summer residency program held on campus. The MATE program offers full financial aid to qualified students who are committed to teaching in a rural community or critical subject area for a minimum of five years.

Actions to Improve the Quality of Teacher Education Graduates

Earlier SREB studies noted that some historically black colleges and universities responded independently to the pressures to improve the quality of programs and graduates during the early stages of the reform movement. For instance, almost a decade ago, the dean of education at Norfolk State University (Virginia) recognized the increasing imbalance between the number of black children in the schools and the number of young black adults interested in a teaching career. The preparation and retention of black school teachers was presented to the faculty as a university-wide problem, not one limited only to the School of Education. Faculty conferences on teacher retention and on the need for students to do

better on the National Teacher Examinations were conducted and faculty were trained to tutor teacher education students.

The College of Education's program at Florida A&M University attributes improved student passing rates on the Florida Teacher Certification Test to a two-week seminar that was initiated in 1988. The percentage of students passing the certification test doubled from October 1988 to January 1989.

Grambling State University in Louisiana worked with consultants to identify weaknesses in students' performance on the National Teacher Examinations. Test-taking workshops for students were developed, and faculty were taught and encouraged to use questions similar to those found on standardized tests in their course testing. The School of Education currently tests freshmen interested in teaching to measure their academic readiness and has revised the education curriculum to better equip students with the skills required to meet the demands of standardized tests.

Teacher education students at Bethune-Cookman College have significantly improved passing rates on the Florida Teacher Certification Test. Of the students who took the examination in 1984, only 79 percent received passing scores. In both 1986 and 1987, the passing rate was 100 percent.

Part of the success at Bethune-Cookman is attributed to three courses all teacher education students are required to complete:

- 1) Developing Test-Taking Skills - a course designed to review basic skills (reading, math, writing).
- 2) Developing Teacher Competency - a review of the basic principles of teaching and learning.
- 3) Pre-student Teaching - a study of the Florida Performance Measurement Standards that are used to evaluate beginning teachers during the first year.

Virginia State University (VSU) has a National Teacher Examinations (NTE) Performance Improvement Project, which was funded by the 1986 General Assembly. Some of the activities that have been implemented include:

- A diagnostic/prescriptive test measures the strengths and weaknesses of freshman education majors. A post-test is offered after students complete their first-year courses and following participation in remediation activities, if necessary.
- The Teacher Education Examination (a mock NTE) assesses the needs of students who have completed their general education courses (usually sophomore students).
- Mastery tests in major fields are administered near the completion of the major and professional courses.
- A computer laboratory offers programmed instruction in mathematics, algebra, reading, geography, economics, behavioral science, political science, U.S. history, writing, chemistry, physics, biology, and earth science. A series for NTE preparation also is available.
- General education, specialty area, and professional courses have been modified to reflect NTE competencies.
- Since 1986, Pacesetter Scholarships based on academic merit have been awarded to 62 sophomores, juniors, and seniors enrolled in teacher education programs. Freshman students were included beginning in the fall of 1988.

To assist historically black institutions with their efforts to improve student performance on teacher certification and other standardized tests, SREB has initiated a series of two projects supported by the Fund for the Improvement of Postsecondary Education (FIPSE). Activities in the project focus on faculty, curriculum, and student assessment and development. The project has expanded to include student recruitment and strategic planning for long-term teacher education program development.

The initial FIPSE project, organized in 1984 with Southern University (Louisiana), Coppin State University (Maryland), and South Carolina State College, ended in 1987. The current project began during the 1987 academic year and will continue until 1990. Six institutions — Fayetteville State University (North Carolina); Saint Augustine's College (North Carolina); Bowie State University (Maryland); Benedict College (South Carolina); Dillard University (Louisiana); and Stillman College (Alabama) — participate in this second FIPSE Project.

Each participating institution in the initial FIPSE project established a teacher education center to assist students in improving scores on teacher certification examinations. A test item bank was developed by faculty to acquaint students with the type of questions found on standardized tests and provide them with opportunities to improve their test-taking skills. Participating institutions implemented course curricula and syllabi revisions to ensure that content typically included in the certification tests is adequately covered. Institutions participating in the second FIPSE project are developing or implementing similar activities on each of their campuses. The programs will serve as models for other colleges and universities seeking to improve the quality of their teacher education programs.

CONCLUSION/RECOMMENDATIONS

- Elementary and secondary school black students must be prepared for and encouraged to attend college.
- High school graduation rates of black students must increase and their preparation must improve so that college readiness and retention rates will show significant increases.
- More black students must enter and graduate from college if minority representation in all professions, not just teaching, is ever to reflect a reasonable proportion of the black population.
- Institutions should continue to implement programmatic changes and provide financial incentives to increase student's interest in teacher education programs.

- Careful, high quality evaluations of teacher education programs should be conducted to analyze program effectiveness.

Historically black colleges and universities continue to address the needs of the black community and the nation. These institutions have responded to the need to increase the number of black students enrolled in higher education and prepared for various professions, including teaching. The role and significance of historically black colleges and universities has not diminished in the more than 150 years of their existence.

This edition of *Regional Spotlight* was prepared by L. Jill Rambert, SREB Research Associate.

October, 1989

REGIONAL SPOTLIGHT

NEWS OF EDUCATION
IN SREB STATES

Margaret A. Sullivan, Editor

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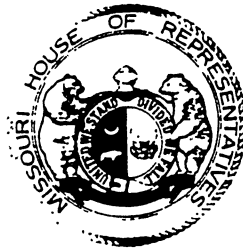
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APPENDIX N



JOE KENTON
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(314) 751-5988

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P.O. Box 33094
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(816) 333-7748



MISSOURI
HOUSE OF REPRESENTATIVES

COMMITTEES
Vice Chairman
Public Health & Safety
Member
Appropriations—General
Administration
Governmental Review
Human Rights and Resources
Ways and Means

February 8, 1989

Honorable William Webster, Attorney General
Supreme Court Building
Jefferson City, Missouri 65101

Dear Bill:

The first objective of the Select Committee appointed by Speaker Bob Griffin (a copy of his charge to the Committee is enclosed) is to try to find out just where things are now.

In the terms of that charge, this means

- a. Clarification of Court established goals and criteria.
- b. Timetable for present programs to be installed and evaluation procedures.
- c. Clear understanding of all questions currently being litigated.
- d. When the Court orders will end?

Your input to these questions is essential for the committee to do its work well and we would appreciate you giving us this information at a Committee hearing Tuesday, February 14, 1989 at 8:45 a.m. in House Hearing Room #1 in the Capitol.

Please make your remarks brief, concise and strictly to these questions at this hearing and be willing to answer the same type of questions from the committee members. The hearing will be tape recorded so we can refer to the data in the future. We hope your portion takes no more than 30 minutes.

Sincerely,

HOUSE SELECT COMMITTEE ON KANSAS CITY SCHOOLS

Joe Kenton
Chairman

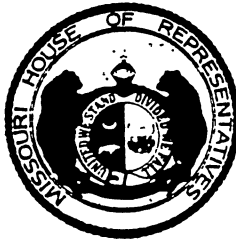


APPENDIX O



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HOUSE OF REPRESENTATIVES

February 8, 1989

COMMITTEES
Vice Chairman
Public Health & Safety
Member
Appropriations—General
Administration
Governmental Review
Human Rights and Resources
Ways and Means

Mr. Arthur Benson, Esq.
911 Main Street
Kansas City, Missouri 64106

Dear Arthur:

Glad you will be here. The first objective of the Select Committee appointed by Speaker Bob Griffin (a copy of his charge to the Committee is enclosed) is to try to find out just where things are now.

In the terms of that charge, this means

- a. Clarification of Court established goals and criteria.
- b. Timetable for present programs to be installed and evaluation procedures.
- c. Clear understanding of all questions currently being litigated.
- d. When the Court orders will end?

Your input to these questions is essential for the committee to do its work well and we would appreciate you giving us this information at a Committee meeting Wednesday, February 15, 1989 at 8:00 a.m. in House Hearing Room #1 in the Capitol.

Please make your remarks brief, concise and strictly to these questions at this hearing and be willing to answer the same type of questions from the committee members. The hearing will be tape recorded so we can refer to the data in the future. We hope your portion takes no more than 30 minutes.

Thank you.

HOUSE SELECT COMMITTEE ON KANSAS CITY SCHOOLS

Joe Kenton
Chairman

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MISSOURI
HOUSE OF REPRESENTATIVES

February 8, 1989

COMMITTEES
Vice Chairman
Public Health & Safety
Member:
Appropriations—General
Administration
Governmental Review
Human Rights and Resources
Ways and Means

Dr. George Garcia, Superintendent
Kansas City School District
1211 McGee
Kansas City, Missouri 64108

Dear George:

Thank you for stopping by yesterday. The first objective of the Select Committee appointed by Speaker Bob Griffin (a copy of his charge to the Committee is enclosed) is to try to find out just where things are now.

In the terms of that charge, this means

- a. Clarification of Court established goals and criteria.
- b. Timetable for present programs to be installed and evaluation procedures.
- c. Clear understanding of all questions currently being litigated.
- d. When the Court orders will end?

Your input, or the input of someone you designate, is essential for the committee to do its work well and we would appreciate you providing us this information at a Committee meeting Wednesday, February 15, 1989 at 8:00 a.m. in House Hearing Room #1 in the Capitol.

Please be sure the remarks are brief, concise and strictly to these questions at this hearing and expect to answer the same type of questions from committee members. The hearing will be tape recorded so we can refer to the data in the future. We hope your portion takes no more than 30 minutes.

Thank you.

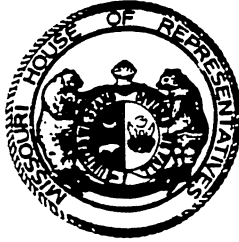
HOUSE SELECT COMMITTEE ON KANSAS CITY SCHOOLS

Joe Kenton
Chairman

APPENDIX P



JOE KENTON
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MISSOURI
HOUSE OF REPRESENTATIVES

COMMITTEES
Vice Chairman
Public Health & Safety
Member
Appropriations—General
Administration
Governmental Review
Human Rights and Resources
Ways and Means

February 23, 1989

Dr. Robert L. Henley
Superintendent
1231 S. Windsor
Independence, MO 64055

Dear Dr. Henley:

I respectfully request your attendance at the meeting of the House Select Committee on Kansas City Schools scheduled for 7:30 p.m. Wednesday, March 1, 1989 in House Hearing Room 7 per the enclosed notice.

Among the questions we would like you to respond to for your district are:

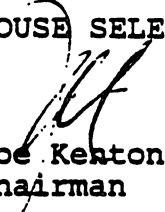
1. Total and black enrollment September 1983.
2. Total and black enrollment September 1988.
3. Total State aid for 1988-9 school year.
4. State aid per student for 1988-9 school year.
5. How would you handle a state mandated transfer of black students from the Kansas City School District amounting to 20% of your current enrollment?
 - a. Guidelines for students sent.
 - b. Capitol improvements needed to maintain current education quality.
 - c. Additional staff required to maintain current education quality.
 - d. Added costs to your district.
 - e. Amount of levy increase needed for "d".
 - f. Incentives adequate for your district to accept black students above.
 - g. Other
6. Your position on voluntary student enrollment in any district a patron chooses.
7. Your assessment of current student achievement testing and standards and any changes you would recommend.

Several other witnesses are being asked to appear. It is important that we receive your testimony and that your input be precise and accurate. I urge you to attend this meeting and participate with us.

Please let me know when you will arrive in Jefferson City as we may be able to get together ahead of time.

Sincerely yours,

HOUSE SELECT COMMITTEE ON KANSAS CITY SCHOOLS



Joe Kenton
Chairman

Enc.

JK:kw

APPENDIX Q



COLLABORATIVE SCHOOLING

**An Independence Public Schools
Program for the Superior Education
of**

from

The Independence Public School District

and

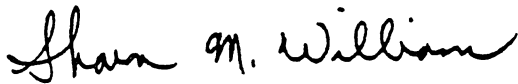
The Kansas City Public School District

FOREWARD

For the past several years the Independence Board of Education has considered a Collaborative School in response to the Court's request for a voluntary integration plan. The District engaged the services of an educational consultant whose task it was to consolidate and give synthesis to the constellation of ideas that had taken shape over months of discussions.

The Independence Public Schools' "Collaborative School" is conceived in order that it may play a role in the desegregation efforts of the Kansas City, Missouri School District. The Independence School District is determined to complement these efforts in a uniquely innovative delivery system of developmental and educational services for a group of Independence Public Schools/Kansas City, Missouri Public Schools elementary age youngsters. Students attending this school would be drawn, in equal proportion, from each of the two school districts.

The vision of this school and its strong educational programs are outlined in this proposal in the hope that those so empowered will see fit to encourage and facilitate the "vision" until it becomes a reality.



Sharon M. Williams
President
Independence Board of Education

TABLE OF CONTENTS

Foreward

Sharon Williams
Board President

Preface

Setting the Tone
"Thoughtful Comments"

Chapters	Page
I The Collaborative Schooling Project.....	5
II Desegregation and Educational Quality Issues.....	9
III Student Population.....	13
IV Pupil Teacher Ratios.....	17
V The Professional Staff.....	23
VI A Collaborative Climate.....	26
VII Instructional Delivery System.....	28
VIII Evaluation-Assessment-Accountability.....	34
IX Supportive Outside Resources.....	39
X Staff Development.....	41
XI Early Childhood/Preschool Components.....	45
XII Educational Reform Issues.....	51
XIII Facility Requirements.....	55
XIV Operations-Transportation Cost Estimates.....	57
XV Executive Summary.....	61
Bibliography.....	68
Appendix.....	A-E

Preface

Preschool tutelage should be provided at public expense for those who need but cannot afford it. The sooner a democratic society intervenes to remedy the cultural inequality of homes and environments, the sooner it will succeed in fulfilling the democratic mandate of equal educational opportunity for all. Without preparation for schooling the chances of success in an attempted reform of the public school are greatly diminished. Without it, the country may even continue to believe the self defeating doctrine that says not all children but only some deserve the best quality of schooling we can afford.

Mortimer Adler, The Paideia
Proposal

"From conception to age four the individual develops 50 percent of his mature intelligence; from ages 4 to 8, he develops 30 percent; and from ages 8 to 17 the remaining 20 percent....We would expect variations in the environment to have relatively little effect on the I.Q. after age 8, but would expect such variation to have a marked effect on the I.Q. before that age....My main point in all of this is that the first three to five grades are central in the entire educational career and clearly in the lifelong career of people. If we neglect it, we will pay for it dearly. And we are paying very dearly."

Dr. Benjamin Bloom
University of Chicago...
citation: In Stability and
Change in Human Characteristics

"The State of Indiana recently compared the achievement of first grade in large classes with those in classes with less than 20 students...the evidence is overwhelming. Small classes bring about more academic gains."

Ernest Boyer, President
of the Carnegie Foundation for
the Advancement of Teaching
(soon to be released report)

"It seems intuitively logical that smaller classes should influence the teaching and learning process in a positive way."

Excerpt from: The National
Governor's 1991 Report on
Education

We can, whenever and wherever we choose, successfully teach all children whose schooling is of interest to us. We already know more than we need to know to do that. Whether or not we do it must finally depend on how we feel about the fact that we haven't so far.

Dr. Ronald Edmonds
Effective Schools Research

CHAPTER I
THE INDEPENDENCE PUBLIC SCHOOLS
COLLABORATIVE SCHOOLING PROJECT

The Independence Public School District proposes to create a new school facility designed to serve an integrated student population drawn from Independence Public Schools and Kansas City, Missouri Public Schools, attracted on a voluntary basis, composed of approximately 50 percent black students and 50 percent white students. The school will serve an elementary age population (grades ~~1-5~~). Ideally it would also offer services to a ~~preschool~~ population of three and four year olds. The total enrollment would be between ~~400 and 500~~ students. The pupil teacher ratio would approximate a ratio of one teacher to fifteen students for the regular elementary school program.

All students attending this school would be considered transfer students for purposes of funding the cost of the school, (as defined in the court order of Judge Clark, dated December 5, 1986). The school plant and educational programs would be financed through State monies or through some alternative formula agreed upon by the State, the Court and the Independence School Board. Funding of the costs for this school would be independent of the now existing taxing structure and budget of the district and shall not impact Independence taxpayers adversely.

The school facility would be designed to enhance the continuous

professional development and growth of the total staff.

It is contemplated that this school facility could be operational with the beginning of the 1990-91 school year and that those activities necessary to activate the school would commence immediately upon the acceptance of this plan.

The educational program for this school would emulate the existing instructional program for the Independence Public School's elementary schools. In addition, the program would strongly stress research based educational technology and practice, current child development expertise and theory, and parent/partnership participation, in the delivery systems of its educational programs. The proposed preschool program would be based upon appropriate child development constructs.[?] The preschool programs would be dependent on funding capabilities which remain unresolved at the writing of this document. The term collaborative used in the project title refers to the interdependence of a host of variables working together to form the project school program.

The school setting is a complex social community made up of many functions and parts. It is guided by its mission but influenced by many factors both internal and external to its environment. In order to give shape and form to this school program this plan presents an outline of those primary factors that need to be addressed as important pieces of the whole. Each section that follows takes one aspect of the plan for the "Collaborative Schooling

Project" and explores the rationale for its inclusion as a part of the school's organizational structure. This document is designed to serve as an operational guide in the development of this important Independence elementary school.

Prior to, and during the development of this document, Independence School Officials, Board Members, the School Attorney and the Project Consultant visited districts where desegregation efforts could be viewed first hand. During the course of these visits there was the opportunity to discuss both the successes and problems of their desegregation plans with teachers and administrative personnel from the host district. It was also an opportunity to seek advice and reactions to the Independence idea. We were always well received and owe a debt of gratitude to those districts we visited.

In January of 1988, Independence officials went to Andover, Massachusetts to talk with their school district administrators about a plan to share a building and a student population between the Andover District and its neighbor, the Lawrence School District.

In August of 1988, a school official spent a day interviewing three Superintendents from the St. Louis County area searching for information that would assist in the development of the Independence plan.

Near the end of August 1988, school officials for the district re-

turned to Boston to discuss the progress being made with regard to the Andover/Lawrence plan.

In October of 1988, school officials traveled to Milwaukee, Wisconsin to observe the Desegregation, Urban/Suburban, Chapter 220 Transfer Plan in action.

On October 25, 1988, the Superintendent from Independence discussed the plan with the Commissioner of Education for the State of Missouri. State officials were invited to share comments and observations regarding the plan.

All of these contacts have benefited the thinking of those responsible for this document.

CHAPTER II
DESEGREGATION AND EDUCATIONAL QUALITY ISSUES
AND
THE COLLABORATIVE SCHOOLING PROJECT

The Independence Public School - Collaborative Schooling Project is a voluntary, (parental choice option) interdistrict program for the integration of ~~black students~~ from the Kansas City Missouri School District and ~~white students~~ from the Independence Public School District. It is viewed, by the Independence Board of Education, as a positive opportunity to create an exemplary educational program that will do more than bring students of differing races together. This collaborative school/program deserves a careful analysis broader than the notion that, by placing racially different students in the same classroom, the hope of achieving a desegregated society will be significantly advanced. During the past twenty years, too many factors have influenced the educational enterprise for us to believe that this should be the only purpose of our Collaborative Schooling Project.

Desegregation efforts across the country have been complicated by recent angry criticism leveled against educational institutions. This attack on public education was launched by the scathing 1983 "A Nation at Risk" report. The quality of a child's educational experience, as measured by student achievement testing norms, has now taken center stage. The desegregation issue no longer stands

alone as the primary issue. The hope that, by mere association, the inequalities of the races....of the economically and socially disadvantaged, could be erased or diminished, has now become part of an expanded national debate. Educational quality concerns and parental choice options have become a top priority.

It is not certain that conclusive proof exists that racial desegregation alone will automatically raise achievement for black children and thereby improve their chances to be productive and constructive citizens in our society. Scott writes that:

Hundreds of studies have been conducted to ascertain the achievement effects of busing, but the findings have frequently been contradictory and confusing. Indeed, the public has been told at various times, and from various prestigious sources, that desegregation has (1) improved (2) had no impact on, and (3) reduced minority learning (Scott 5).

Scott goes on to point out the difficulty of harnessing the multiplicity of variables that defy consistency in the process necessary to assure research integrity.

.....integration occurs in each district under unique circumstances. Among the variables to be weighed are: the proportion of minority and majority students in a school district; the social class of the community; parental and community acceptance of busing; the extent of normal mobility and of "middle class flight"; comparability of bused and non-bused children; adequacy of pretest and post-test data; length of time over which the data has been collected; number and age of students involved in desegregation; and whether the busing is voluntary or court-ordered (5).

In light of the confusing evidence regarding the history of past desegregation efforts one is correct to ask why the Independence project deserves a chance to succeed. We would submit, that few if any projects in this country, have brought together an array of

such powerful and intuitively credible factors in a single educational program. We deem this fact evidence of a clear, educationally sound vision of what can be. It is not just tinkering with what exists, but rather a creation of what can be, unshackled by tradition. This plan treats with equal importance the issue of voluntary desegregation and a superior quality of educational experience.

The Independence project incorporates the following organizational and program components:

1. Strong traditional program
2. Emphasis on basic skills
3. Strong staff development program
4. A new facility
5. Sincere efforts made to secure a racially representative staff and administration
6. A strong student evaluation component
7. Parent training programs
8. Day care for 3 and 4 year olds, latchkey services for all children
9. Low pupil teacher ratio (1-15)
10. Research based instructional programs and teaching techniques
11. Academic area enhancement strategies
12. A clinical supervision staff evaluation model
13. A 50/50 desegregated student body
14. Strong human relations skills acquisition programs

The Independence project purports to be able to impact profoundly and positively upon the students and parents it will serve. The ability to bring together, in a single stroke, this "state of the art," cutting edge thinking, offers a rare opportunity for all those involved in the project to make a significant contribution to desegregation efforts and a superior educational environment.

Dr. Ronald Edmonds, a much respected researcher, (now deceased) did

extensive work on student achievement and its relationship to the disadvantaged child. In a paper presented at the annual meeting of the American Research Association in 1976, he shared these thoughtful remarks:

Taken as a whole, the research literature says that, in and of itself, desegregation has little effect on pupil performance. Desegregation is, however, a unique opportunity to effect educational changes that could not otherwise occur. What must be carefully thought through, therefore, are those educational changes that will yield the greatest instructional gain for that portion of the pupil population in which we have the greatest interest....those who profit least from existing arrangements. Thus, when and if desegregation comes, bringing with it a unique opportunity for institutional change, we will be well prepared to seize the occasion in behalf of a set of reforms that represent the most auspicious use of the circumstances (Edmonds 19).

The purposes of the Independence Collaborative Schooling Project could be no more clearly represented than through these words of Dr. Edmonds. The preceding narrative is in no way intended to diminish the magnitude or sincerity of efforts expended by the Kansas City School District in behalf of desegregation. The Collaborative Schooling Project is but another means to move forward on this front and complement existing organizational patterns that serve the same mission.

CHAPTER III
STUDENT POPULATION
AND
THE COLLABORATIVE SCHOOLING PROJECT

Students attending the Collaborative Schooling Project will be selected from both the Independence and Kansas City School Districts. Enrollment shall be on a voluntary basis with one-half of the students coming from each of the respective districts. The racial proportions of the school shall be approximately one-half white and one-half black. Black students shall be drawn from the Kansas City School District.

Since enrollment in this school will be on a voluntary parental choice basis, the Kansas City District and the Independence District shall work cooperatively to assist parents with application information. The Independence District shall provide parents with a brochure that explains the school program, so that parents are in a position to make an informed judgement regarding their desire to enroll their child. Parents who are considering enrolling their children in the Collaborative Schooling Project will be hosted at informational meetings and staff will provide individual conferences for parents who need more information prior to making their decision. It is important to assure that parents have adequate information to exercise the option of enrolling their child.

The total enrollment capacity of the school will be 420 students with an approximate 50/50 racial mix. This capacity is for the regular school program grades K-6, and does not take into account, day care for 3 and 4 year olds, "flip-flop" kindergarten* or before and after school care, which will hopefully be available on site.

The Independence district will enroll approximately 210 students from the Kansas City District and another 210 students from within its own district boundaries.

The Kansas City District shall provide to the Collaborative School cumulative folders for any child selected to attend the project school. It is the intention of the Independence Public Schools to enroll nearly all students who apply until the projected capacity of the school is reached. This will be true unless some unusual circumstance exists that would prevent a given student from profiting from this school program. In matters of student discipline the behavior codes of the Independence School District and those of the Collaborative Schooling Project School shall apply.

Parents who have preschool children as well as school aged children and ~~who desire day care services~~ shall be given ~~first priority~~ by enrolling officials.

Students matriculating from the Collaborative Schooling Project school (from the 6th to 7th grade), who are residents of the Kansas

*Kindergarten students finishing their one-half day educational program would be eligible for day-care services for the remainder of the day.

establish constructive devices that ensure the continuous examination of performance. This quality assurance feedback loop is used as a means to review the values and practices of the school organization in a way that will confirm that its direction and purpose are being fulfilled. This oversight mechanism should prevent a business as usual environment. Further, it should also provide mid-course problem solving opportunities or adjustments designed to modify the direction of the organization so that it may remain true to its goals. We suggest the concept as an organizational means of satisfying the performance issues surrounding the quality assurance concept.

The second concept we would like to introduce is the concept of "centers of excellence." Education has long accepted responsibility for solving almost any educational or societal ill that well-meaning people have brought to its doorstep. Additionally, education has seldom been able to reject or discard the no longer useful or inappropriate. Each new or added responsibility has been absorbed with professional dedication ultimately finding its way into a progressively diluted mass known as public education. The reverence with which vested interest groups and many educators have held a particular interest sacrosanct has burdened the system into a state of disrepair.

We would suggest that the Collaborative Schooling Project school identify several areas that qualify as their "centers of excellence." No intrusion should be allowed that would diminish the

City School District, shall have the option of enrolling in the Independence Public School System secondary schools. All costs of education for Kansas City students determined to apply to elementary school children for this project school, shall apply to secondary students as well. Transportation costs shall be borne by the state.

Student transfer enrollment projections:

Project School Student Transfer Enrollment Data

<u>Grades</u>	<u>Minority Student Pop.</u>	<u>Non-Minority Student Pop.</u>	<u>Sub Total</u>
K	30	30	60
1	30	30	60
2	30	30	60
3	30	30	60
4	30	30	60
5	30	30	60
6	30	30	60
<u>Totals</u>	<u>210</u>	<u>210</u>	<u>420</u>

Secondary School Minority Transfer Enrollment by Grade and
Project year

<u>Grades</u>	<u>Yr. 1</u>	<u>Yr. 2</u>	<u>Yr. 3</u>	<u>Yr. 4</u>	<u>Yr. 5</u>	<u>Yr. 6</u>	<u>Yr. 7</u>
7	0	30	30	30	30	30	30
8			30	30	30	30	30
9				30	30	30	30
10					30	30	30
11						30	30
12							30
<u>Totals</u>	<u>0</u>	<u>30</u>	<u>60</u>	<u>90</u>	<u>120</u>	<u>150</u>	<u>180</u>

Independence District Total Minority Transfer Enrollment by
Project Years

	<u>Yr. 1</u>	<u>Yr. 2</u>	<u>Yr. 3</u>	<u>Yr. 4</u>	<u>Yr. 5</u>	<u>Yr. 6</u>	<u>Yr. 7</u>
<u>Total</u>	<u>210</u>	<u>240</u>	<u>270</u>	<u>300</u>	<u>330</u>	<u>360</u>	<u>390</u>

CHAPTER IV
PUPIL TEACHER RATIOS
AND
THE COLLABORATIVE SCHOOLING PROJECT

The hallmark of the Independence Collaborative Schooling Project will be its low pupil/teacher ratio and a solid traditional program in grades K-6. The ratio of one certified teacher to fifteen students has been determined as the standard for all grades. According to Tomlinson, the point "That a relationship exists between class size and student achievement, as a virtually unchallenged premise, is a commonly held, intuitively logical assumption" (U.S. Office of Education Pamphlet 1988 3). When you question teachers about the "one" thing that would improve their teaching performance as well as the performance of their students, invariably, the response is lower class size. Gene Glass and Mary Smith make a strong case, based upon an extensive research analysis of the variables surrounding this issue, for a class size of less than twenty students. They further state that, based on their findings, "a class whose size alone could reliably improve student performance, 10 percent or more, would contain no more than 15 students." (Glass 45-65).

Campaigns arising from statehouses and state legislatures designed to achieve lowered class sizes in the public schools, have been

launched across the country. These top down initiatives however, have not produced the hoped for immediate benefits of lowered class sizes. Financial limitations and teacher manpower, the two major resources needed to deliver lower pupil teacher ratios are not always available simply because we want them. Nevertheless, at last count, 15 states either have taken or are about to take legislative action to reduce class sizes (Class Size and Public Policy Report 1988 1-35). More states are considering taking such action knowing that parents and educators strongly support this position. Further, it is an uncomplicated, direct approach, that offers the promise of higher student achievement in the classroom.

U.S. District Judge Stephen N. Limbaugh, who presides over the St. Louis desegregation effort has been adamant in his support for lowered class size. In August of 1988 he threatened the St. Louis Board of Education with contempt proceedings for their lack of sufficient progress in lowering class sizes (in all non-integrated elementary schools in the St. Louis Public School System), to no more than a 20-to-1 ratio. Judge Limbaugh is quoted as saying that he "grows weary of the constant excuses" from the Board (St. Louis Post dispatch, August 27, 1988). The St. Louis Board has been directed to appear before the Judge on October 3, 1988, to respond to his order, under the threat of sanctions administered by the Court, for their "contempt" in not complying with the Court's order (St. Louis Dispatch, August 29, 1988).

It would seem that much of the debate over the efficacy of small

class sizes (15-20) versus larger class sizes (25-35) is no longer being argued. It also seems true that a powerful trend will exist over the next decade to lower class sizes across the country.

Although the lowering of class size to small enough levels assures concomitant gains in student performance, these performance gains could well be increased were proper attention given to other attendant variables. The Glass/Smith, (1979) research makes the strong recommendation that they be given consideration. In a study conducted by the Texas Education Agency (1987 1-8) a similar case is made for giving consideration to those variables that should complement the educational process, once a lower class size has been achieved. The collaborative schooling project proposal of the Independence Public Schools fully intends to exploit these positive variables in a manner that will favor its effective contribution to the total educational program for these children. The key to the predicted success of this school however, will continue to be a teacher-student ratio of 1-15.

As noted in the previous paragraph, there are related variables that need attention to ensure successful schooling. Research indicates that teacher attitudes and behaviors change when the number of students they are responsible for is reduced sufficiently to qualify under the definition that identifies their class as "small," (less than 20 students). As a result of low class size evaluators or observers visiting this school can expect to see more innovative and diverse teaching techniques, more individual-

ization of instruction, the in-depth coverage of content, an expanded rise in the use of media and materials, and generally a superior quality in the instructional climate and environment.

Students can be expected to make important gains in achievement when class sizes are reduced. Moreover, student behavior and attitudes toward the subject, the teacher, other students, and themselves are found to be additional positive changes. This is particularly true for the early primary grades (NEA 1977).

The Collaborative Schooling Project is more than a "magnet school" operated by the Independence School District. As opposed to advancing a single theme, this school shall truly represent those research based and traditional common sense practices that do make a difference for students (See Appendix A for more information on class size).

Sufficient research evidence exists to expect not only a superior educational climate to be apparent in the project school, but to also expect significant performance gains on the part of students. Low pupil/teacher ratios are indeed critical to student performance and this issue is often ignored. The personalized education capability of the Independence project offers something more than the values expressed by the mass production fare of large class sizes.

In the midst of current desegregation efforts, confronted by a new wave and understanding of what is needed, the Independence project

offers a renewed hope that public education can make a significant difference in learning outcomes for elementary age children. Further, the project proposes to make this difference with a group of children from two districts in a substantially desegregated environment, using both research based and tried and true educational practices.

The Collaborative Schooling Project of Independence Public Schools obviously places strong confidence in smaller class sizes, and because of them, predicts a high degree of student performance success. Project plans are predicated upon the belief that unless class sizes are well under twenty students, and unless other important educational variables are made a part of the schooling process, the margin of predicted student success will be smaller than expected. The strength of this Collaborative Schooling Project is based upon a 1-15 pupil teacher ratio, a clear connection with other important educational variables, and a strong, ongoing staff development program. We recognize that merely reducing class size is not a guarantee that substantial student achievement performance gains will occur. Sufficient research evidence does exist however, to persuade one that under the conditions suggested for this school, with its strong 50/50 racial mix, that small class sizes becomes the critical variable.

We know that: Fifteen states have passed legislation to reduce pupil teacher ratios...that Indiana and Texas in particular, have taken serious steps to reduce this ratio in grades K-2....that

teachers and educators alike strongly support lower pupil/teacher ratios....and that some very persuasive research along with our knowing and collective intuition, tells us that, if we are to succeed, really succeed with the education of children, it will not happen unless we are willing to reduce the pupil/teacher ratio sufficiently to create an educational environment where the prospect to provide a superior education for children is a reality.

CHAPTER V
THE PROFESSIONAL STAFF
AND
THE COLLABORATIVE SCHOOLING PROJECT

The Collaborative Schooling Project will require a professional staff of ~~26~~ classroom teachers. Every effort will be made to recruit a racially representative staff. The teaching staff shall be chosen in a manner that is sensitive to balance in experience and educational training. Special employment consideration shall be given to those applicants whose background meets or exceeds the following criteria:

1. Teachers who have previous successful teaching experience.
2. Teacher who possess or are working toward a masters degree.
3. Teachers whose academic background and preparation is strongly content oriented, particularly in the areas of reading and mathematics.
4. Teachers who know about and understand the basic tenets of the effective schools research.
5. Teachers committed to desegregation/integration.
6. Teachers willing to commit to continued professional growth and development.
7. Teachers who demonstrate a caring attitude, flexibility and human relations/interpersonal skills.
8. Teachers who believe that all children can learn.
9. Teachers who believe that the acquisition of basic skills mastery for students is key to their subsequent success in school and life.
10. Teachers willing to work with parents and other interests, external to the school, in collaborative meaningful ways to achieve the best education possible for these children.

SUPPORT STAFF

The Collaborative Schooling Project shall employ those teachers necessary to provide educational services in the areas of music,

library, physical education, art, and special education in sufficient numbers, to equal or exceed the level of services now provided to children of the Independence Public Schools. (P.E.-two 30 minutes periods, music -two 30 minute periods, art -one 60 minute period, per week)

Additionally the school shall employ a full-time elementary guidance counselor who will serve as a school/home liaison person.

AUXILIARY STAFF

The school district will provide custodial, food service, nursing and secretarial personnel for the school in the same manner it does for all other elementary schools in the district. The 21st Century preschool and latch-key programs shall be staffed as per district practices.

USE OF VOLUNTEERS

The school staff of the Collaborative Schooling Project is urged to establish a strong cadre of volunteers to assist in the daily operation of the school.

PROBABLE STAFFING COSTS

<u>Certified</u>	<u>Unit Cost</u>	<u>Total Cost</u>
Principal (1)	57000	57000
Regular Classroom Teachers (26)	38000	988000
P.E. Teacher (1)	38000	38000
Music Teacher (1)	38000	38000

Art Teacher (1)	38000	38000
Special Education (1.5) less reimbursement (20700)	36300	36300
Librarian (1)	38000	38000
Guidance Counselor (1)	<u>38000</u>	<u>38000</u>
TOTAL		1271300
<u>Non Certified</u>		
Custodian (2)	20000	40000
Secretary (1)	15500	15500
Nurse Aid (1)	<u>6000</u>	<u>6000</u>
TOTAL		61500
GRAND TOTAL		1332800

CHAPTER VI
A COLLABORATIVE CLIMATE
FOR
THE COLLABORATIVE SCHOOLING PROJECT

Public education is currently reviewing the issue of the school culture and those elements that seem to make one school more successful than another. Similar to industry, influenced by Theory Z quality circle concepts from the Japanese, and Peters and Waterman, whose book on successful practices in the private sector, education is also examining its organizational philosophies. Reform movement advocates ask for the modification of school practices so that teachers have a greater influence and responsibility for decisions that affect students and their teaching practices. Almost without exception this idea has been echoed in the many national reform recommendations as a means to pursue the issue of accountability. The redistribution of decisions appropriate to superintendent, principals, teachers and parents, continues to be in an emerging state.

The Collaborative Schooling Project proposed by this plan fully intends to incorporate a collaborative decision making philosophy.

These practices are grounded in the following research principles:

1. The school is the primary unit of change.
2. A healthy school climate is an important prerequisite for effective school improvement.
3. A positive social climate, high trust level, open

- communications, and a holistic concern for people promote effective improvement efforts.
4. Significant and lasting improvement takes considerable time.
 5. School improvement requires personal and group commitment to new performance norms.
 6. In effective schools, teachers and principals believe that all their students can master the basic learning objectives.
 7. The role of the school principal is the key to effective improvement.
 8. Collaboration, dialogue, school decision making and adaptability characterize school improvement.
 9. Efforts to change schools have been most effective when they have been focused toward influencing the entire school culture in a risk free collegial atmosphere.
 10. Change in the total organization is fostered through worker-participation in project planning and implementation with strong acceptance of the results from superiors. (Burns 8).

Teachers, principals and parents need to accept responsibility for helping to solve educational problems. "Studies indicate that the most effective schools are those in which school administrators and teachers work as a team. Further, they actively involve the community in setting goals, implementing programs, and evaluating results" (Cetron, et.al 10).

CHAPTER VII
THE INSTRUCTIONAL DELIVERY SYSTEMS
AND
THE COLLABORATIVE SCHOOLING PROJECT

The instructional program for the Collaborative Schooling Project school intends to use the existing Independence elementary school curriculum. This however, should be viewed as a point of departure not as an end. Most will concede that the Independence educational program is sound, relies on effective schools research concepts, proven learning techniques, and uses relevant educational expertise. The primary educational program needs of the Collaborative Schooling Project will undoubtedly differ somewhat from other Independence elementary schools. Program emphasis will need to be based upon the needs of a unique student population. The purposes of this school are enlarged because of its contribution to the desegregation effort. However, a high level of student competency remains the central goal of the school. These two elements, (a) desegregation, and (b) student competency, are firmly bonded together as the driving forces that give the school purpose.

Attendant than to the preceding goals, are those practices and curriculum modifications that will complement these purposes. There are two concepts that need to be introduced at this point before we address more specific curricula concerns. First is the concept of "quality assurance". Complex human organizations have need to es-

establish constructive devices that ensure the continuous examination of performance. This quality assurance feedback loop is used as a means to review the values and practices of the school organization in a way that will confirm that its direction and purpose are being fulfilled. This oversight mechanism should prevent a business as usual environment. Further, it should also provide mid-course problem solving opportunities or adjustments designed to modify the direction of the organization so that it may remain true to its goals. We suggest the concept as an organizational means of satisfying the performance issues surrounding the quality assurance concept.

The second concept we would like to introduce is the concept of "centers of excellence." Education has long accepted responsibility for solving almost any educational or societal ill that well-meaning people have brought to its doorstep. Additionally, education has seldom been able to reject or discard the no longer useful or inappropriate. Each new or added responsibility has been absorbed with professional dedication ultimately finding its way into a progressively diluted mass known as public education. The reverence with which vested interest groups and many educators have held a particular interest sacrosanct has burdened the system into a state of disrepair.

We would suggest that the Collaborative Schooling Project school identify several areas that qualify as their "centers of excellence." No intrusion should be allowed that would diminish the

staff's dedication to the high performance of students in each center of excellence. The planner does not suggest discarding anything, but rather, attempts to blunt the concept that everything is equally important. He suggests that even casual observers, on a visit to the school, will recognize the badges of commitment (centers of excellence) in this school. Student performance needs to bear witness to this fact, with supporting testimony evidenced from test score data.

There are at least three major areas that need to form the major strands of the educational thrusts of the school. The detailed technical presentation of instructional delivery systems of the school seems not within the purview of this document, however the undergirding philosophy or focus of the school quite clearly is.

The first major curricular area to be addressed is skills acquisition in the basic academic disciplines, and also includes those social and behavior skills necessary to function in the school environment.

Priority shall be placed upon high performance levels in the language arts\communication area. This will include a special emphasis on speaking, vocabulary expansion and writing skills as well as reading and correct usage of the English language (See Appendix C Barton 1988). The fundamental and thorough mastery of arithmetic skills is the second basic skill area that needs to be given a high priority. These two areas would qualify as specific "centers of

excellence."

Educators would also be encouraged not to shy away from rote memorization, heavy review techniques for purposes of reinforcement, or the use of large blocks of time devoted to accomplishing a high level of student mastery skill.

The third "center of excellence" in the first major strand of the school we characterize as school climate (social and behavior skills). No teacher can deliver superior skills attainment for students in either of the foregoing academic disciplines unless the environment (classroom climate) is sufficiently well managed. In any classroom the demeanor of students is exemplified by the atmosphere that is created by the teacher. Constructive social behavior that creates an environment for learning must be a given. The small pupil teacher ratio certainly lends itself to this circumstance, however its importance is herein articulated so that it may become a clear expectation for the school. Social behavior is learned and therefore earns its place in this triad of foremost priorities for the school.

The second major educational thrust of the school is underscored by the acquisition of knowledge, the understanding of relationships, and content comprehension. "We cannot see the forest because of the trees," is analogous to the point we are trying to make. Analyzing, synthesizing, categorizing, assembling, and reassembling facts and ideas in different configurations in order to identify

relationships between them needs to be a conscious part of the act of teaching/learning. Teachers will organize curriculum in a way that will exaggerate this experience for children. Certainly the wealth of information available to educators in the higher order thinking skills area will be invaluable for this part of the curriculum. Indeed, it needs to be a significantly identifiable part of the curriculum forming the second important thrust of the school program for the Collaborative Schooling Project.

The third major thrust of the school program revolves around personal beliefs, attitudes, outlooks, and views on citizenship responsibilities. Our school setting will bring together a multicultural constituency separated geographically from the school which will act as a deterrent to the informal student associations commonly occurring outside of the school environment. These barriers to understanding, inherent in what we have artificially created, stand in the way of achieving more than a numeric deployment of black and white students. A planned effort, designed to diminish if not eradicate, the fragments that cling to our suspicion of other races, creeds, and cultures must be a part of the school ethos. The Collaborative Schooling Project needs to attune itself to those multicultural activities that will nurture attitudes of acceptance and understanding between the races. This particular thrust must involve parents as well as students. The third major educational strand of the school must also include building student's self concepts, self esteem, and acknowledge the inherent right of all human beings to be valued.

The three major strands of the school: (a) basic skills acquisition and classroom environment, (b) higher order thinking skills and, (c) multicultural sensitivity are further highlighted by the center of excellence concept. Each major strand embodies a center(s) of excellence emphasis holding true to what are the foremost priorities of the school.

The Collaborative Schooling Project school needs to be a place where students want to be, not where they are sent. Each major strand of the school is interdependent, strongly coupled with a holistic set of support variables designed to produce a superior climate for learning.

CHAPTER VIII
EVALUATION - ASSESSMENT - ACCOUNTABILITY
AND
THE COLLABORATIVE SCHOOLING PROJECT

The notion of accountability for the performance of students in our public schools predated the "Nation at Risk" report of 1983. Nevertheless, it remains a somewhat unwelcome visitor, thrust upon the doorstep of a once potent and inviolate institution. In the mid 60s school districts began to toy with setting goals, the concept of management by objectives, and even behavioral/instructional objectives for children. The objectification and quantification of data became a means to make value judgements about the performance of a child and his/her relationship to other children, based on normative test achievement information. The ability to compare schools and school districts soon followed. Amorphous data collection, and its widespread distribution provided the media, the public and educators a means to generalize about the health of educational institutions. Declining test scores gave birth to accusations that the institution known as public education was no longer up to the task of adequately educating the country's children. The narrowness of the data ignored other variables affecting the social fabric of the country. The social upheaval of the 60s and 70s, the very restructuring of our social value systems that followed, and the widening economic gap between the poor and the more well off, were viewed as disconnected phenomena. Singular in

their criticism, the American people targeted blame at their once faithful institution. Were it not for some distressing research that emerged at about that time (the late 60s and 70s), education would surely have met overpowering forces demanding that strong measures of performance effectiveness be put in place.

The Plowden work, (England 1967) and the Coleman research (1966) followed by Jencks (1972) all converged to slow the perception that schools were the primary agent controlling the success, or lack thereof, of a child's performance in school. (The three works mentioned above are so well known they have not been included in the bibliography.)

Many applauded the findings of these reports because an excuse was now available to educators when the performance of children did not reach public expectations. The fault must lie somewhere else. The family, environment, or maybe even genetics were the culprits. Other researchers, dissatisfied with this explanation, continued to toil in an effort to unlock the cause and effect mystery of student performance.

In the late 70s, early 80s, a careful scrutiny of classroom-specific practices seemed to indicate that certain classes or schools could make a difference in student performance. These schools/classes defied negative sociological profiles by producing positive student performance even for those youngsters, black or white, who came from economically and otherwise deprived

backgrounds. This gave birth to the movement in education known as the Effective Schools Movement. Moreover, the issue of accountability reemerged and poor student performance was once again laid at the doorstep of educators. Dr. Edmonds, viewed by many as the founder of this movement, was able to identify many urban elementary schools that were termed successful as measured by their performance on national and/or state test measures. He and other researchers searched to uncover the common elements that existed among and between these schools. A set of common sense features emerged that connected these schools. They became a set of common premises related to effectiveness, describing schools whose students did well as measured by achievement tests. In brief, they are as follows:

1. Principals in effective schools are leaders, spend time in classroom and are primarily concerned with instructional matters. There is a collegial relationship between teachers and the principal.
2. The major focus of effective schools is instructional emphasis and this is understood by teachers, parents and other members of the community.
3. The school climate in effective schools is safe, orderly and gives the impression the facility is well cared for.
4. The academic expectations of effective schools insist that every students meet or exceed minimum skills acquisition levels.
5. The final premise of effective schools is the use of achievement data as the basis for program evaluation. No activity is continued that does not advance pupil performance on standardized measures of achievement.

The Collaborative Schooling Project fully recognizes these impor-

tant variables. However, it is organizationally constructed to bring together four additional forces of influence, that can be coordinated to focus on school effectiveness.

First the management model, (Chapter VI) incorporating the collaborative/team approach along with the quality assurance loop component, is designed to continuously monitor student progress and to call for adjusted practice when the faculty is dissatisfied with results. Second, the school will have as its main purpose the acquisition of basic skills with major emphasis on the language arts-communication skills and mathematics areas. This makes the school's mission clear and identifies where student success is expected. Third, the staff development component of the school, (Chapter X) is created to provide training that will support teachers in achieving the goals of the school i.e. student mastery of basic skills. Fourth, a well designed carefully constructed, student evaluation and assessment component will enable teachers to be on top of student progress.

We do not want the Collaborative Schooling Project to rely totally on effective schools research in that as such, it may too narrowly define the mission of the school. We do believe, however, that the effective schools framework does advance a clear picture of those particular elements that need to exist for a school to be successful. Further, we are convinced that our model integrates the effective schools principles with a broader set of variables, increasing the potential for success.

We suggest that the Standards for Quality Elementary Schools produced by National Association of Elementary School Principals be used as a guiding instrument in judging whether or not the Collaborative School is indeed reaching the goals that are defined for it in this document (See appendix B).

We believe teaching is a profession and we do not intend to neglect the issue of teacher performance. As a profession, teaching is grounded in a base of scientific theory and practice. More than ever, there is common agreement about what makes up good teaching practices and how these practices relate to the learner success. Teachers, as practitioners, make hundreds of professional decisions each day related to the delivery of instructional programs in our schools. Too, the science of teaching demands continued growth on the part of teachers if they are to be familiar with the research findings of successful practice. The Clinical Supervision Model will be used by the Collaborative School. However, emphasis will be placed upon a teacher's ability to orchestrate the elements of effective instruction which are inherent in this model. Non-threatening peer coaching techniques will be fitted with the collaborative-collegial atmosphere described in our chapter on staff development. Staff development will be viewed as a mean to support and develop teaching skills so that supervision, practice, and growth can converge to create a superior cadre of teachers for the Collaborative Schooling Project school.

CHAPTER IX
THE COLLABORATIVE SCHOOLING PROJECT
AND
SUPPORTIVE OUTSIDE RESOURCES

The Independence Collaborative Schooling Project, by definition, advances a compelling argument to include a significant connection to the available outside resources in education. This unusual project includes elements that readily lend themselves to evaluation and research oriented teacher/student data bases. These elements identified as a part of the project are: a strong staff development program; desegregation efforts; research based elements of the instructional delivery system; early childhood education; student performance indicators; low pupil/teacher ratios; parent training components; community/business cooperation; effective schools strategies; aspects of clinical supervision related to staff evaluation; state of the art research information; child development theory; human relations skills; interpersonal relations skills; and academic content area enhancement.

The preceding should not be considered a totally inclusive list, however, it does support the position that a breadth of variables will interact in the educational delivery system of this school.

Reputable outside resources should be selected to assist the district in the process of evaluating certain aspects of this project.

They could as well provide consulting expertise in those areas where their contributions would be effectively used by staff.

It would seem logical that outside resource talent could be exceedingly important to an ongoing teacher development program in several of the aforementioned elements of the Collaborative Schooling Project. Also, their expertise in the area of desegregation efforts and human relations skills would be particularly valuable to project participants.

Staff development is a continued investment in the professional growth of people involved in any enterprise but is critically key to the success of the Collaborative Schooling Project. For many teachers, a close connection to research oriented expertise that could be applied in their classrooms is not always easily accessible. Management needs to develop a systematic means to assist the teachers/school in identifying program strengths and weaknesses. It is envisioned that outside resources can play an important enabling role in these efforts. Additionally, the requirements of accountability foreseen for this school by the school board and school superintendent dictate that a well devised evaluation model be created to determine the level of success being achieved by the student population.

CHAPTER X
STAFF DEVELOPMENT
AND
THE COLLABORATIVE SCHOOLING PROJECT

In the late 80s education redefined and significantly improved what will nurture and encourage the continued growth of teachers. Staff development today is better focused than the staff development efforts of the past. The Collaborative Schooling Project will be foundationed on a new set of beliefs about staff development, as a means to invest in people (teachers), in a way that returns a high margin of classroom benefits to the students and the professional teacher. One of the strengths of the Collaborative Schooling Project is its attention to the growth needs of the school's faculty.

The term "collaborative" in the title of this project was selected because it more than any other word describes the message we want to send about what we hope to do in this school. Stuart Smith, wrote in an article published by the "Journal of Educational Leadership", (Nov 1987 4-6):

Because the collaborative school is a composite of beliefs and practices, it is easier to describe than to define. Perhaps the best way to characterize the collaborative school is to list its elements:

- The belief that the quality of education is largely determined by what happens at the school site;

- The conviction that instruction is most effective in a school environment characterized by norms of collegiality and continuous improvement;
- The belief that teachers are responsible for the instructional process and accountable for its outcomes;
- The use of a wide range of practices and structures that enable administrators and teachers to work together on school improvement; and
- The involvement of teachers in decisions about school goals and the means for implementing them.

The collaborative school will need special support services in the area of staff development. Like industry, education is also just beginning to understand that a continuous, ongoing, and cooperative professional development is a process by which groups of people weld together organizations into productive entities. (Glatthorn, 1987 31-35). These collegial support groups pool their talents, exchange craft knowledge, and aid in one another's professional growth. They come together in ways that break the isolation of the classroom circumstance and encourage dialogue around common concerns. More importantly, these forums set the stage to reach out to other resources bringing new information and knowledge into play. This focused energy can soon be expected to impact on the classroom environment, teaching practices, and ultimately on improved learning for children.

We believe that the study of academic substance, teaching, and school improvement should be an inescapable part of the job and that the organization should arrange and pay for the system that ensures that formal study is an important component of the job of teaching. We think that incentives are not a good substitute for the embedding of staff development within the context of the workplace (Joyce 2).

The Independence school district currently employs a director of

staff development. She possesses a broad concept of the needs and purposes of staff development and is well qualified to facilitate and coordinate this process at the project school.

We envision four major long-term thrusts (elements) to the staff development program. They are:

Sociological Elements

Human Relations Skills
Child Growth and Development Knowledge
Understanding the Disadvantaged Child
Understanding Racial Issues

Organizational Elements

Consensus Building Skills
Problem Solving Skills and Strategies

Substantive Elements

Knowledge of Materials and Technology
Content Enhancement Training
Curriculum Alignment Information
Test Analysis and Evaluation Expertise
Curriculum Monitoring Skills

Research Elements

Essential Elements of Instruction
Effective Schools Research Orientation
Education Research Orientation
Teaching Models Understanding
Peer Coaching Models

Further, we acknowledge that some of the first priorities that must be met for staff development should emanate from the faculty based on their most pressing needs. The first order of business will be

to not ignore these priorities by substituting the above suggested list.

Finally, we believe that as this facility is planned, physical accommodations must be made so that an environment where the staff development process is lodged is both inviting and attractive. The staff development program of the Collaborative Schooling Project is viewed as integral to its success.

CHAPTER XI
EARLY CHILDHOOD PRESCHOOL EDUCATION
AND
THE COLLABORATIVE SCHOOLING PROJECT

One of the components of the Collaborative Schooling Project is the incorporation of an early childhood/preschool dimension. Funding this program is a hurdle that must be overcome. Whether or not the State/Court would consider "seed" money or whether or not private sources would be so disposed because of the unique nature of this project, is an unanswered question.

The Independence School District operates, (in two schools) a model, (financially self sustaining) fee based early childhood program for three and four year-olds called the Twenty-first Century (See Appendix E). The program was instituted in the fall of 1988 and has already attracted national attention. It is not the district's first involvement with preschool early childhood education.

Since 1981 the Independence district, one of four original pilot school districts, has operated the much heralded Missouri "Parent as Teachers" program, designed to provide instruction to new parents in how to be an effective first teacher for their child. Today it involves over 900 parents. In 1982, the school system instituted the Noland Day Care Center for two, three, and four year-olds

and also provides latch-key, before and after school care, for school age children at the Center. Additionally, the district operates "Project Reach" a preschool program for handicapped children. This tested program concept, early childhood services in the school setting, is an important philosophy to incorporate in the Collaborative Schooling Project. It acknowledges the special needs of parents and children and the school's ability to serve them.

Public education begins the process of formal schooling for children at age five. This is based on a set of child development assumptions that presume a child's common exposure to school readiness experiences prior to that age. The bonded family, with all of its wholesome attributes, was viewed as the only natural socialization process needed for most children. By age five, readiness for the formal education experience had somehow been magically bestowed on each child. No matter that parents, some teachers, and child development experts viewed development as part of an uneven, complicated continuum. Educators saw themselves as dispensers of age ready content, not as child development experts. Furthermore, they did not see themselves as having expertise in the arena of early childhood growth and development. Taken as a whole, public education did not view itself as having the responsibility to become an important expert resource to the client/consumer needs of preschool children and their parents.

There has never been a time in our recent history when the failure to give attention to children's preschool years can reap a more

distressful consequence for society. The need for quality, affordable care for children under the age of six must become a national priority. Sixty-five percent of today's mothers are in the out-of-home workforce. Fifty-five percent are mothers of preschoolers. By the year 2000 it is expected that 75 percent of all two parent families will have both parents working. (Zigler 1987,1) Thousands of different settings constitute the family day care environment. Advantaged parents can purchase quality care, whereas economically disadvantaged parents are relegated to marginal or inadequate day care for their children. The accessibility of day care services for low income families is logically limited by the economic circumstances of the family. (1)

Day care for preschool children is one issue but the problems of before and after school care, (commonly referred to as latch-key children) becomes an equally important piece of this puzzle.

Research has shown that students with behavioral problems and academic problems could be potential student dropouts. In a 1987 survey, teachers clearly viewed the phenomenon of "latch-key" children as a major problem. Half of the teachers surveyed felt that "children who are left on their own after school" was a major cause of school difficulties (U.S. Office of Education Vol. 1 62).

The issues of affordable day care and care for latch-key children are further exacerbated by the fact that almost one-third of the nation's elementary and secondary students can be classified as educationally disadvantaged.

The proportion is rising as new waves of immigration, rising poverty among families with children, and high birth rates augment the disadvantaged population. The failure to address the needs of these students will mean increased social and political turmoil, a less competitive economy, higher costs of other social services, and an educational sector characterized by rising costs, lower quality and greater conflict (Levin 14).

Conventional schooling practices must be replaced by a broader perspective of public school service capability and public education is the logical provider of these services. The Collaborative Schooling Project will enroll a student population that will qualify as economically disadvantaged, it will be 50 percent minority, and will have day care needs similar, if not greater than, the population at large. What better place to set the stage for those practices that stand the chance of diminishing problems for children, both now and in later life. There is evidence that makes us hopeful. The Perry Preschool Program in Ypsilanti, Michigan studied 100 children, half of whom attended nursery school and half of whom did not. By age 19, significant differences in academic and social skills were evident between the groups. This program produced some convincing evidence in behalf of preschool programs illustrated by the following graphic portrayal.

High Marks For Nursery School

	Preschool	No Preschool
completed high school	67%	49%
went to college or job training	38%	21%
supported themselves by age 19	45%	25%
arrested for criminal acts	31%	51%
on public assistance	18%	32%
babies by age 19	64 per 100	117 per 100

(Fortune magazine, July, 1988)

The Collaborative Schooling Project has the clear purpose of closing the academic achievement gap that exists for economically disadvantaged and minority children before they reach the secondary schools. The preschool component of the Collaborative Schooling Project strengthens the prospect for success by serving a mutuality of needs between the parents and school. It is easy to exaggerate the weaknesses of the Collaborative Schooling Project parent and student constituency. This is not our intent nor is it the reason for creating our preschool components. We believe that "parents have considerable strengths in serving as positive influences for the education of their children, not the least of which is a deep love and desire for their children to succeed" (Levin 14). We think it possible to capitalize on these strengths through a partnership of services rendered and services received. The Collaborative Schooling Project is organized to include parents in decision making about their children. We believe they are a largely underutilized source of talent for the schools.

The preschool element of the school is seen as a transitional vehicle that will accelerate the closing of the achievement gap for all disadvantaged children. The preschool dimension is viewed as a powerful support instrument to success with the K-6 educational program.

The Collaborative Schooling Project will incorporate the Parent as Teachers concept for parents of the project school in a separate, school-specific program. This newly designed program will assist

parents until their child is ready to leave the school. The day care, latch-key, Twenty-first Century Program, (See appendix D) will also be a part of the school. Referral services and other kinds of assistance will be rendered to parents through the Direction Service program offered by the district, and currently funded by the United Way and a state grant.

In this document we do not even entertain discussion of other side issues such as nutritional health, physical exams, immunizations, and treatment referrals, but they, too, exist as problems for which there must be a better solution.

CHAPTER XII
EDUCATIONAL REFORM ISSUES
AND
THE COLLABORATIVE SCHOOLING PROJECT

The U.S. Department of Education and the governors of eight states helped produce Time for Results, the landmark 1986 report that produced 13 recommendations for the reform of public education. It is important to demonstrate that the Independence Public Schools Collaborative Schooling Project embraces, in part or in total, all of those 13 recommendations. The following narrative will present each recommendation with a brief explanation of how this project is connected with that particular successful reform.

Reform Recommendation #1

REDESIGNING SCHOOLS TO CREATE MORE PRODUCTIVE WORKING AND LEARNING ENVIRONMENTS --FOR EXAMPLE, BY INVOLVING TEACHERS IN MORE DECISIONS ABOUT DISCIPLINE OR CURRICULUM, OR BY MOVING TO A YEAR-ROUND CALENDAR.

The project school shall rely heavily on collaborative school beliefs as outlined in Chapter X, Staff Development and Chapter VI, A Collaborative Climate.

Reform Recommendation #2

CHANGING THE STRUCTURE OF THE TEACHING CAREER--FOR INSTANCE, BY LINKING PAY TO PROFESSIONAL COMPETENCE AND RESPONSIBILITIES.

In collaboration with the State of Missouri, the Independence School District is involved in a career ladder salary construct as one of 60 state districts (there are over 500) using this program

to reward superior teachers. Teachers in the Collaborative Schooling Project will be participating in this salary administration program.

Reform Recommendation #3

DEVELOPING A SYSTEM TO EVALUATE ADMINISTRATORS EFFECTIVELY AND ACCURATELY;

Three years ago the superintendent of Independence Public Schools introduced a new goal setting evaluation performance based program to evaluate all administrators. The administrator of the Collaborative Schooling Project will be evaluated by using this system.

Reform Recommendation #4

CREATING TRAINING PROGRAMS FOR SCHOOL ADMINISTRATORS THAT INVOLVE PARTNERSHIPS WITH COLLEGES, STATE OR REGIONAL ACADEMIES, BUSINESSES, AND SCHOOLS;

The reader will find a separate section in this document which will demonstrate the intended use of the concept of cooperative partnerships with universities and other related resources.

Reform Recommendation #5

PROVIDING FOR "SCHOOL-BASED MANAGEMENT"--ALLOWING SCHOOLS TO MAKE MORE OF THEIR OWN DECISIONS, THEN HOLDING THEM ACCOUNTABLE FOR RESULTS:

The management approach to accountability is outlined in the section titled Chapter VIII Evaluation-Assessment-Accountability, demonstrating the commitment the district has in this area.

Reform Recommendation #6

INVOLVING PARENTS MORE ACTIVELY IN THEIR CHILDREN'S EDUCATION;

Independence Public Schools is involved in the state Parents as Teachers project and the Collaborative Schooling Project will extend this program to the Collaborative Schooling Project school (ages 0-3). It is envisioned that this program will be provided to parents with children in grades K-6 as well. A strong Parent/Teacher organization will also be a goal of the school along

with home visitations by teachers and child development experts.

Reform Recommendation #7

ESTABLISHING EARLY CHILDHOOD PROGRAMS FOR "AT-RISK" 3-AND 4-YEAR OLDS--PRESCHOOLERS WHOSE SOCIAL, COGNITIVE, AND MOTOR SKILLS LAG BEHIND THEIR PEERS;

Independence Public Schools is one of the few school districts in the country that has established a 21st Century Program designed to serve 3 and 4 year olds. The Collaborative Schooling Project will be designed to extend this program to 3 and 4 year olds who intend to become regularly enrolled in the school created by this project.

Reform Recommendation #8

PROVIDING MOTHERS AND FATHERS OF PRESCHOOL CHILDREN AND STUDENTS WITH INFORMATION ON HOW TO BE SUCCESSFUL PARENTS;

The Parents as Teachers Project and the 21st Century Project operated by the district both include a parenting skills program.

Reform Recommendation #9

DESIGNING A RELIABLE AND VALID WAY TO ASSESS STUDENT PERFORMANCE SO THAT DEFICIENCIES CAN BE CORRECTED;

The networking of outside expertise is intended to create a very strong student assessment component as a means to evaluate students performance outcomes. Specifically it will address the identification of learning deficiencies and require planned strategies to eliminate them.

Reform Recommendation #10

ESTABLISHING ALTERNATIVE PROGRAMS FOR DROPOUTS TO ATTAIN BASIC SKILLS AND COMPLETE HIGH SCHOOL;

Although dropout prevention programs, as described in the recommendation, are applied at the secondary level, the identification of high risk students and strategies which are designed to reduce this risk will be an important part of the Collaborative Schooling Project programs in grades K-6.

Reform Recommendation #11

DEVELOPING PLANS TO BUY AND USE EDUCATIONAL TECHNOLOGIES;

Computer assisted instruction is one of the elements that will be a part of the instructional program delivery system.

Reform Recommendation #12

ESTABLISHING TRAINING PROGRAMS TO TEACH THE STAFF HOW TO USE TECHNOLOGY TO SOLVE INSTRUCTIONAL AND MANAGEMENT PROBLEMS;

The staff development component of the school will be designed to accommodate these training needs in collaboration with outside expertise and its own ongoing staff development program.

Reform Recommendation #13

SHARING EDUCATIONAL FACILITIES, PARTICULARLY WITH COMMUNITY GROUPS PROVIDING DAY CARE AND LATCH-KEY SERVICES.

The Collaborative Schooling Project plans to provide both day care and latch-key services as a part of the regular program of the school.

The power to reform, alter and change public schooling can best be accomplished, when a new fresh chance is created that allows for a major redefinition of purpose and philosophy. The Collaborative Schooling Project has the dimension of starting anew, with the freedom to discard what was not or is not useful. More importantly, what exists as a powerful strand running through the philosophy for this school is a people empowerment dimension, where teachers and parents together have the chance to make a difference for children.

CHAPTER XIII
FACILITY REQUIREMENTS
FOR
THE COLLABORATIVE SCHOOL

We propose that the State, using desegregation monies, construct a new elementary school to house the Collaborative Schooling Project. We estimate that about 40,000 square feet of building space will be required to adequately accommodate the programs outlined by the plan. The cost of site, building, and equipment is estimated at 3.4 million dollars. It should probably be located somewhere near the West border of the Independence School district and access to major traffic arteries and expressways ought to be carefully considered in order to provide efficiency in student transportation services.

We recommend that an architect be engaged as soon as the plan is accepted and that district officials begin to identify potential sites for the school.

General specifications for the school:

	Number	Unit Square Footage	Total Square Footage
Regular Classrooms	24	750	18,000
Kindergarten Classrooms	2	1,000	2,000
Music Classroom	1	1,000	1,000

Art Classroom	1	1,000	1,000
Preschool Classroom	1	2,000	2,000
Classroom Totals	29		24,000
Classroom Related Core Space			16,000
	GRAND TOTAL		40,000

As proposed above, twenty-nine classrooms will be required for the school. We estimate that an additional 16,000 square feet will be needed for the core area, i.e., gym, cafeteria, library, etc., and related instructional areas such as teacher workroom, administration, storage, health room, etc.

CHAPTER XIV
OPERATIONS - TRANSPORTATION, COST ESTIMATE
AND
THE COLLABORATIVE SCHOOLING PROJECT

The direct operating costs of the Collaborative Schooling Project are estimated at 1.5 million dollars. Staffing costs consume 1.3 million of the proposed school's operating budget. Approximately 200-250 thousand dollars will be necessary to cover the utilities, supplies, and other costs related to instruction,. Transportation costs are not included in these estimates in that we believe they should be the state's responsibility.

It is intended that the state shall bear the cost of the Collaborative Schooling Project. In both the St. Louis and Kansas City desegregation cases the State Department of Elementary and Secondary Education has been held as party to the issue of remedy and ordered to financially support desegregation efforts. We argue in the instance of our proposal, that it has sufficient merit to be accorded similar status. The Independence School district was found not liable, incurring significant legal costs to defend itself, of contributing to the circumstance of segregation in the Kansas City School District. The Independence School district has voluntarily come forward with a plan that offers to play an important role in the desegregation of the Kansas City School District. The Independence School District taxpayers should not now be held financially

liable for its implementation. Over 200 minority children would be involved at the outset of the project, and this number, in a few short years, would approach 400.

We propose two formula options as a means to finance the Collaborative School Project.

Option A. OPERATING COSTS

Direct Costs

Personnel	\$1,332,800.00
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Other Direct Costs:

Recruitment Expenses,	\$35,000.00
Training Costs	
Supplies	4,620.00
Textbooks	54,600.00
Supplementary Aids	8,400.00
Library	42,000.00
Electricity	35,280.00
Gas	8,400.00
Water	1,500.00
Telephone	2,500.00
Sewer	800.00
Postage, etc.	3,000.00

Total	\$ 196,100.00
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Total Direct Costs	<u>\$1,528,900.00</u>
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Indirect Costs (Contributed by District)

In-kind Bookkeeping	
Payroll, maint., etc.	
based on 10.87% for	
nonrestrict in 1988	\$166,191.00

District In-service	
Officer .3333%	\$ 14,665.00

Total Indirect Costs	<u>\$ 180,856.00</u>
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GRAND TOTAL	\$1,709,756.00
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Operational Costs Without Indirect Costs Impact	\$1,528,900.00
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Minus local tax effort - 210 X 977.33 \$ 205,239.00

Net Amount Requested from State \$1,323,661.00

Option B. OPERATIONS COSTS:

1. Operation Expenditures are estimated at 1,528,900.00 dollars for the project school. (Note: Indirect costs are the same in both options)

Estimated Operational Costs \$1,528,900.00

2. Revenues to cover operational costs can be generated by the following formula:

- (A) Kansas City transfer students attending the C.S.P. school would be reimbursed at the average per pupil cost of the Kansas City School District. This per pupil cost would establish the base unit calculation for the formula. The state would be required to pay full cost funding for all transfer students. Enrollment capacity, 210 school transfer students from Kansas City.

Students		Est. Per Pupil Cost Kansas City		
210	X	4,300.	=	\$903,000

- (B) Enrollment capacity, school transfer students from Independence Public Schools, 210 equals full cost funding minus local effort

Students		Est. Per Pupil Cost Independence Public Schools		
210	X	3,800	=	\$798,000

Subtract I.P.S.

local tax effort	210 X \$977.33	=	<u>\$205,239</u>
			\$592,761

Total funds available to cover operational costs for the Collaborative Schooling Project school: \$1,495,761

These dollars, provided by the state, would adjust annually for

changes in per pupil expenditures. In addition capital costs will be paid by the state.

CAPITAL COSTS:

Building Construction costs are \$75 per square foot or \$3,000,000
with equipment, furnishing, and site costs of 400.000

Total \$3,400,000

State paid capital costs would be necessary under either funding formula.

Transportation Costs:

All costs for transportation would be borne by the state in either funding formula.

\$

CHAPTER XV

EXECUTIVE SUMMARY

THE COLLABORATIVE SCHOOLING PROJECT

The School District of the City of Independence, located in Independence, Missouri, is bordered by the Kansas City School District to the West and several suburban school districts on the North, South and East. The district covers 33 square miles and draws from a population base of about 75000 people. Parts of Kansas City and Sugar Creek are also within the district's boundaries. The district enrolls 11,100 students and operates a unitary (K-12) school system. It is governed by a six-member board of education elected on a rotating basis for six-year terms. Independence is the County Seat for Jackson County. The population of the City of Independence is approximately 111,000. Five school districts serve portions of the City of Independence for school purposes. (Municipal boundaries and school district boundaries are rarely coterminous in Missouri.)

The people of Independence are hard working, middle class midwesterners who believe in and expect good educational programs for children. The minority population of the school district is approximately five percent. Almost 13 percent of the student body qualifies for free and price reduced school lunches. Less than two percent of the eligible public school pupils choose to attend private or parochial schools.

Independence has a rich heritage, once serving as the trailhead for three major pioneer routes leading to the West. Harry S. Truman, our 33rd President, graduated from the Independence High School in 1901 and made his home in Independence. Independence houses the Truman Library and the Truman home making it an important point of interest for tourists.

The School District of the City of Independence has earned national recognition by establishing a reputation as a trendsetter and forerunner in innovational educational practices. We believe it important to acknowledge this fact in that it relates to the readiness climate of a school district prepared to launch an effort such as the Collaborative Schooling Project. Successful change can best be accomplished by organizations with a track record of change. The evidence that flows from successful enterprises suggests that intellectual openness, risk taking, and encouraged innovation are an integral part of their philosophy. These key elements make them continuously productive. We believe the Independence School District is such a district. We also believe that the Independence Public Schools and the Collaborative Schooling Project plan are persuasively deserving of a chance to succeed.

The Independence district is well qualified to effectively manage all of the operational aspects of this plan. We support this contention with the following evidence of its leadership role in innovative educational change:

1. Cooperative Efforts: The Independence district has created special projects whereby multiple districts including Kansas City have cooperated to bring exceptional educational experiences to students:

Math/Physics Institute - Seniors from Kansas City, Missouri, Fort Osage, and Independence have the opportunity to attend the Truman Campus at UMKC and earn college credit in calculus and physics.

Arts Partners - The Independence School District, working with Kansas City, Missouri, Raytown, and the Kansas City, Kansas school district, major funding organizations, and performing and visual arts groups, has established an opportunity for students, grades K-12, to be exposed to cultural offerings by such organizations as the Nelson-Atkins Museum of Art, the Lyric Opera, the Missouri Repertory Theatre, and the Kansas City Symphony.

New Directions - special education program - designed to serve behavioral-disordered children from multiple districts including the Kansas City, Missouri school district.

2. North Central Accreditation: All Independence schools (K-12) are fully North Central Accredited. This is unusual in that most districts seldom include elementary and junior high schools in the accrediting process.

3. Curriculum Audit: The district just completed a comprehensive curriculum audit, by an outside expert as a means of seeking to improve the content and organization of the curriculum. It is one of only 18 districts nationally to conduct such an audit using outside resource professionals.

4. Focus Program: The district operates FOCUS, a program designed to serve third graders who are unprepared to function adequately at the fourth grade level. These youngsters are provided an off-site indepth program in reading and mathematics. The results have been notable. Achievement gains nearly doubled those of regular classroom students.

5. Music/Arts Institute: The Independence Board of Education refurbished and leased historic McCoy School to Music Arts, a non-profit organization offering a curriculum of private and group lessons, children's classes in Suzuki and Orff-Schulwerk methods, performing ensembles, and ballet and creative movement classes.

6. The Michelangelo Project: Developed by the Independence School

District and administered by the Music/Arts Institute with a matching grant from the Greater Kansas City Community Foundation and Associated Trusts, the Michelangelo project will search out gifted students in the Independence area and will enable students with outstanding potential to receive appropriate instruction, designed to nurture extraordinary accomplishments in the arts.

7. Student/Teacher Exchange: Annually, students and teachers participate in an exchange program with Buckinghamshire, England.

8. Educational Reform: The Independence public Schools was one of 16 districts selected nationally to implement certain educational reform recommendations made by the Governors Association in their 1986 "Time for Results" report.

9. Career Ladder: The Independence School district is one of 60 school districts in Missouri, (there are over 500) that volunteered and was selected to implement the state's Career Ladder compensation plan for teachers.

10. Parents as Teachers: The Independence School District was one of four pilot districts in the state to implement the nationally recognized Parents as Teachers program. Over 900 parents are currently involved in this program.

11. 21st Century Program: The 21st Century program meets the needs of local child care by coordinating six specific areas: first, high quality before and after school care for school-aged children; second, day care for 3, 4 and 5 year old preschool children; third, Parents as Teachers. The fourth component is a support system for home day care providers; fifth, an information and referral system for parents in need of day care other than that available in the public schools; and finally, a strong parent-school partnership.

12. Excellence Award: In 1986-87 Independence's Palmer Junior High School received the national Excellence in Education award.

13. Award Finalists: Truman High School, Thomas H. Benton Elementary School and Sycamore Hills Elementary School have been state finalists for the Excellence in Education award.

14. Incentive Grants: The district has been awarded 25 incentive grants in the last three years.

15. Effective Schools: The district has been deeply involved in

the Effective Schools movement almost from its inception.

This litany of successful practice and recognition is grounded in a creative philosophy, a record of persistent follow through and an uncanny ability to make things work. The Collaborative Schooling Project is one more example of how this district stands apart from others.

PROJECT SUMMARY:

THE COLLABORATIVE SCHOOLING PROJECT

The Collaborative Schooling Project was forged in a crucible that brings together political reality, practitioner wisdom, technical expertise, and what could be extracted from the current research. It has been presented in a manner that provides the reader with a conceptual framework of supporting rationale for including each piece as a part of the total plan. This section will summarize the high points of the plan in order that they may be quickly and briefly reviewed.

The Collaborative Schooling Project will:

1. Provide a solid educational program for students in grades K-6 in a racially desegregated environment.
2. Attract a voluntary student population made up of approximately half white and half black students drawn from the Independence School district and the Kansas City Missouri School district, (total enrollment 420).

3. Offer a strong traditional program in the basic skills area with special emphasis on language arts/reading and mathematics.
4. Provide a strong emphasis on thinking skills in the instructional program.
5. Be sensitive to multicultural activities designed to enhance understanding between the races and the value and dignity of all human beings.
6. Utilize research based instructional programs and teaching techniques.
7. Provide a comprehensive staff development program for the faculty.
8. Emphasize collaboration and collegiality in the management of the school.
9. Utilize outside educational resources and expertise to strengthen the school program.
10. Have a student teacher ratio of 1-15 and a personalized instructional program for all students.
11. Provide a preschool day care program, (assuming financial sup-

port) for three and four year olds.

12. Employ a racially representative staff.
13. Be housed in a new facility (estimated cost 3.4 million) in the Independence School District, financed by the state and under the control of the Independence Board of Education.
14. Have the operational expenses of the school, approximately 1.5 million, supported by state monies, with no negative impact on existing or future Independence taxpayers.
15. Hold the state responsible for all transportation costs.
16. In all policy and operational matters, be managed, controlled and administrated solely by the Independence Board of Education.



APPENDIX R

JOE KENTON
STATE REPRESENTATIVE
DISTRICT 42
State Capitol - Room 317C
Jefferson City, MO 65101
(314) 751-5988

HOME ADDRESS
P.O. Box 33094
Kansas City, MO 64114
(816) 333-7748



**MISSOURI
HOUSE OF REPRESENTATIVES**

COMMITTEES

Vice Chairman
Public Health & Safety

Member
Appropriations—General
Administration
Governmental Review
Human Rights and Resources
Ways and Means

March 2, 1989

Dr. Eugene Eubanks
Desegregation Monitoring Committee
136 West 104th
Kansas City, Missouri 64114

Dear Gene:

Here are some of the areas we would like you and your DMC
Committee members to help clarify for us:

1. Goals of the court ordered program.
2. Criteria for judging success.
3. Efforts toward inter-district cooperation.
4. State activity to help achieve goals.

I am sure input in these areas will stimulate other questions
from the House Committee.

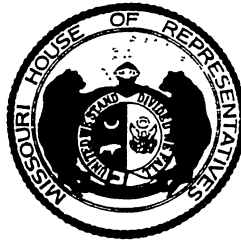
Sincerely yours,


Joe Kenton

APPENDIX S

JOE KENTON
STATE REPRESENTATIVE
DISTRICT 42
State Capitol - Room 317C
Jefferson City, MO 65101
(314) 751-5988

HOME ADDRESS
P.O. Box 33094
Kansas City, MO 64114
(816) 333-7748



MISSOURI
HOUSE OF REPRESENTATIVES
June 26, 1989

COMMITTEES
Vice Chairman
Public Health & Safety
Member
Appropriations—General
Administration
Governmental Review
Human Rights and Resources
Ways and Means

Honorable Russel/ Clark
U. S. Court House
Springfield, Missouri

Dear Judge:

This letter is prompted by a news release about a DMC plan to reduce minority enrollments in the Kansas City School District. This is a request that you do not make a decision on these proposals until the end of the 1990 Missouri legislative session.

You know the sub-committee I chair was formed too late in this year's session to weigh all the legislative alternatives and come up with proposals that could have been enacted this year. However I assure you that the committee is working, the staff is working and legislation pertaining to the Kansas City School District will be introduced in the Missouri House prior to the 1990 session.

Two pieces have been drafted for some time but need completion of our research and the input of the entire committee and some perfection prior to the pre-filing date of December 1.

A third piece of proposed legislation will address the racial mix in Kansas City and how to involve suburban, non-minority students. Since I am not sure of its exact thrust or form at this time, on my next trip to Jefferson City I will send you a list of almost 30 changes that have been suggested to the committee. This fall we will discuss all of them and come up with recommendations within the scope of legislative authority.

The democratic legislative process is not very efficient but I hope you will agree with me that it is worth preserving.

Sincerely,

Joe Kenton, Chairman
House Select Committee on Kansas City Schools

OFFICE OF THE SPEAKER



BOB F. GRIFFIN
314-751-2700

STATE CAPITOL
JEFFERSON CITY, MISSOURI

MISSOURI
HOUSE OF REPRESENTATIVES



June 30, 1989

Honorable Russell Clark
222 John Q. Hammons Parkway
Springfield, Missouri 65806

Dear Judge:

This is a followup to Joe Kenton's June 26th Letter to you. What he writes is absolutely correct. After the session ended May 12th I was able to assign staff support from the House Research Committee to the Select Committee looking at the Kansas City School District. In late May Joe met with me and we discussed the progress of the committee and their intention to introduce legislation in time for the next regular session which will convene in January. I reiterated that my major expectation is for the committee to propose ways to achieve a more equitable racial distribution in the metropolitan area in the most cost efficient manner.

I believe this committee is making sound progress towards that end and urge you to allow the legislative process to continue to address the problem. Of course, that means I hope you will defer any decision on the DMC proposals as reported in the June 23rd Kansas City Times until after the regular 1990 session.

Respectfully yours,

Bob F. Griffin
Speaker

cc: Rep. Joe Kenton

BFG:ms

APPENDIX T



JOE KENTON
STATE REPRESENTATIVE
DISTRICT 42
State Capitol - Room 317C
Jefferson City, MO 65101
(314) 751-5988
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**MISSOURI
HOUSE OF REPRESENTATIVES**

COMMITTEES
Vice Chairman
Public Health & Safety
Member
Appropriations—General
Administration
Governmental Review
Human Rights and Resources
Ways and Means

March 1, 1989

E. C. Walker
MNEA
612 Eastland
Jefferson City, Missouri 65101

Dear E. C.:

As part of our responsibility to look at the Kansas City School District in the present and into the future two of the most important areas are teachers and what goes on in the classroom. Not only do present and future programs in the Kansas City district effect children and parents there, they also have impact on the suburban areas and the entire State.

Wednesday evening, March 15, we would like you to tell us how the State can help teachers do a better job of teaching. A notice of time and place will follow. Areas you might want to cover are:

1. the school environment
 - a. physical plant
 - b. classroom materials
 - c. student attitudes and expectations
 - d. parental support
 - e. administrative support
 - f. salaries and incentives
 - g. other
2. teacher preparation
 - a. college requirements
 - b. in-service training
3. curriculum
 - a. state mandated instruction programs
 - b. effectiveness of classroom teaching
 - c. methods for evaluating teaching efforts

Please prepare your remarks to be no longer than 15 minutes and clearly within the scope of the Committee's call. Any other comments will not be allowed. A copy of the

originating letter from Speaker Bob Griffin is enclosed for your guidance. The Committee will record your testimony for easy future reference and probably ask some questions.

Thank you.

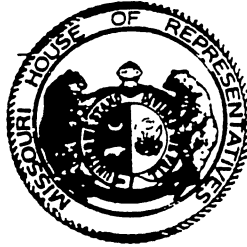
House Select Committee On Kansas City Schools

Joe Kenton
Chairman

APPENDIX U



JOE KENTON
STATE REPRESENTATIVE
DISTRICT 42
State Capitol - Room 317C
Jefferson City, MO 65101
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**MISSOURI
HOUSE OF REPRESENTATIVES**

COMMITTEES
Vice Chairman
Public Health & Safety
Member
Appropriations—General
Administration
Governmental Review
Human Rights and Resources
Ways and Means

March 22, 1989

Dr. Sandra V. Walker, Vice-President
11 West 65th Street
Kansas City, Missouri 64113

Dear Dr. Walker:

Enclosed is a notice of the committee meeting we are having at 7:30 p.m. April 5th dealing with the Kansas City school district. Also I have enclosed a copy of Speaker Griffin's letter of February 2 directing this committee what and what not to consider. The third enclosure is a copy of the letter written to Sue Fulson and the information we are asking her to present to the committee.

We would be glad to have you also testify before the committee, answer questions and make any input that you think would be helpful to us in fulfilling our responsibilities. Please be sure that your remarks are strictly within the scope of our charge from the Speaker.

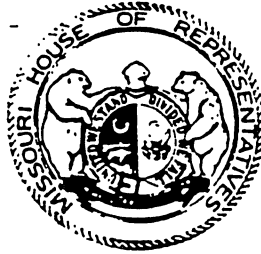
I would appreciate it if you would let me know if you are planning to come.

Sincerely yours,


Joe Kenton

Enclosures

JK:kw



JOE KENTON
STATE REPRESENTATIVE
DISTRICT 42
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March 22, 1989

MISSOURI
HOUSE OF REPRESENTATIVES

COMMITTEES
Vice Chairman
Public Health & Safety
Member
Appropriations—General
Administration
Governmental Review
Human Rights and Resources
Ways and Means

Sue Fulson, President
Kansas City Board of Education
1211 McGee
Kansas City, Missouri 64106

Dear Sue:

Enclosed is a copy of the notice of our committee meeting April 5th.

Also enclosed is a copy of the Speaker's charge to the committee. While I know you are familiar with it I want to emphasize that our main concern is what the State may do in the present and the future to expedite fulfillment of the court orders and return the Kansas City school district to a normal operating mode.

Among the information which would be helpful are:

1. Relationship of the board with:
 - a. Each other
 - b. The communities
 - c. DMC
 - d. Curriculum development
 - e. Capital expenditures
 - f. Arthur Benson
2. The operating budget and the debt services budget for each year from 1984 to the present.
3.
 - a. The current bonded debt of the district and the current debt service levy.
 - b. The legal bonding capacity of the district based upon its current assessed valuation.
4. The total dollars spent by the district for consultants and counsel in desegregation matters since January 1, 1977.
5.
 - a. Guidelines used by the board since 1979 in selection of superintendents of education.
 - b. Autonomy of the superintendent in administering the education system.
6. Board plans to submit bond or levy increases to the voters.
7. Plan and results of efforts to attract non-minority students from the suburbs.
8. Efforts being made to send minority students to the suburbs.
9. What the State could do to expedite a return to normalcy.

Members of the committee undoubtedly will ask other questions as the meeting progresses.

Fulson
3-22-89

-2-

Please let me know if you have any questions. Looking forward to seeing you the 5th.

Sincerely yours,



Joe Kenton

P.S. As we have discussed, please feel free to bring any members of your staff who would be helpful in giving this information.

Enclosures

JK:kw

U-4



APPENDIX V



FORT OSAGE SCHOOL DISTRICT
Independence, Missouri

THE FOLLOWING ANSWERS ARE BEING PROVIDED TO REPRESENTATIVE BOB F. GRIFFIN, SPEAKER OF THE HOUSE OF REPRESENTATIVES IN A LETTER ADDRESSED TO ME DATED MARCH 23, 1989.

QUESTION NO. 1 (TOTAL AND BLACK ENROLLMENT SEPTEMBER 1983.)

The total enrollment in grades K-12 for the Fort Osage School District in the 1983-84 school year was 5,348 students of which 25 were black.

QUESTION NO. 2 (TOTAL AND BLACK ENROLLMENT SEPTEMBER 1988.)

The total enrollment in grades K-12 for the Fort Osage School District in the 1988-89 school year is 5,196 students of which 52 are black.

QUESTION NO. 3 (TOTAL STATE AID FOR 1988-89 SCHOOL YEAR.)

The Fort Osage School District will receive \$6,727,711 from the Minimum Guarantee program for the school year 1988-89.

QUESTION NO. 4 (STATE AID PER STUDENT FOR 1988-89 SCHOOL YEAR.)

The Fort Osage School District will receive \$1,329 per pupil during the 1988-89 school year.

QUESTION NO. 5 (HOW WOULD YOU HANDLE A STATE MANDATED TRANSFER OF BLACK STUDENTS FROM THE KANSAS CITY SCHOOL DISTRICT AMOUNTING TO 6% OF YOUR CURRENT ENROLLMENT?)

We could not accommodate any transfer of students without additional funds for planning, new facilities, more school buses, and additional staff. Any transfer of students of that magnitude would require a number of months of lead time to adequately develop a transportation program to accommodate transfer students.

Who is mandating the transfer of black students?

Will these students be adequately prepared in the basics skills or will they be special education students?

Will the mandate require the transfer of only elementary students? or will it be only secondary students? or both?

Will the mandate require the transfer of students from the Fort Osage School District to the Kansas City School District?

FORT OSAGE SCHOOL DISTRICT
Independence, Missouri

Representative Griffin
Page -2-

Will the receiving district have access to demography information, attendance records, and discipline files as well as other information pertaining to each student's profile?

Can the receiving district count these transfer students for State Aid? If not, can a tuition charge be assessed to the Home School District or to the State?

Would the receiving district be required to keep certain information as to the tracking of these students in addition to the regular data kept on all district students?

These are but a few of the questions that I feel need to be answered before any transfer of students should be mandated by the State. (Note: Currently, it takes over 6 months for our district to obtain records from the Kansas City School District of juveniles placed in the McCune Home for Boys, and in many instances, the records are never received.)

QUESTION NO. 6 (YOUR POSITION ON VOLUNTARY STUDENT ENROLLMENT IN ANY DISTRICT A PATRON CHOOSES.)

The Fort Osage School District does not have any plans for a voluntary interdistrict transfer program for the near future. However, if voluntary student enrollment becomes a legislative mandate, certainly we would cooperate as a public institution.

(Note: The Fort Osage Board finds and truly believes that access to public education is open, available, and free to all who seek it. The Board further believes it is not a penalty to require those who would seek the advantage of the Fort Osage School District, which are many despite our financial problems and crowded facilities, to come and reside in the District and to join with the other residents in sharing the burdens and the fruits of a locally controlled District.)

QUESTION NO. 7 (YOUR ASSESSMENT OF CURRENT STUDENT ACHIEVEMENT TESTING AND STANDARDS AND ANY CHANGES YOU WOULD RECOMMEND.)

We have no recommendation regarding current student achievement testing. The Missouri Mastery and Achievement Tests (MMAT) are excellent and serve our district well. Not only has the MMAT provided us with important student feedback, but it has also helped us to organize our curriculum in all areas so that we teach to objectives and test those objectives. The MMAT has by example re-educated our teachers so that we no longer do our children a disservice with the bell curve. With the MMAT, students see a chance for success and they also feel they control the variables which will bring about that success. Again, I think it is very important that

FORT OSAGE SCHOOL DISTRICT
Independence, Missouri

Representative Griffin
Page -3-

legislators know the MMAT is not just a testing program but it is a way of teaching and organizing curriculum so that it is meaningful to young people. I would recommend that the State pay for these testing services.

QUESTION NO. 8 (TOTAL MONEY SPENT SINCE 1979 ON OUTSIDE CONSULTANTS AND COUNSEL FOR DESEGREGATION ISSUES.)

The Fort Osage School District is one of several within the Metropolitan Kansas City area that was included in a desegregation litigation pursued through the courts by the Kansas City School District. Both the Federal District Judge and the 8th Circuit Court of Appeals found our District not guilty of causing the Kansas City Missouri School District to be segregated. The expenses paid by the district for this legal defense is in excess of \$250,000.



APPENDIX W



Testimony of James A. Hazlett to the House Select Committee of the Missouri House of Representatives, April 19, 1989

Board-Board and Board-Superintendent Relations

For about ninety years, up until 1970, the Kansas City School District had a six-man board, three Republicans and three Democrats chosen by members of the two party county committees who lived within the School District. The reason for this was to keep the schools out of partisan politics.

Every other year the committees met at the same time, separately but in nearby locations, and selected their candidate for a six-year term. Announcements were made in the press after the committees had cross-endorsed each other's candidate, and names were placed on the ballot. There was no campaigning and very little publicity.

The interesting thing about this method is that the county committees selected men and women from their parties who were not politically active or ambitious for public office but were recognized leaders in business, law, women's activities, etc. The roster of members is a list of distinguished citizens.

Two observations should be noted, however. The members on their own would never have sought the job. But they were flattered when invited. Many of them stood for second terms or more. Secondly, they were active people of affairs, who understood organizational structure, finance and the importance of legal review.

The Board functioned as a policy-making body under a set of Board-approved rules and regulations. The Superintendent administered the schools under Board policy. The Board approved administrative actions dealing with purchasing, personnel, text-book adoption, changes in budget, and modifications in curriculum and organization. When dissatis-

fied with staff recommendations, the Board asked for more information or modifications as they rejected a proposal. Board members maintained no office in the school system. There were no standing committees, only an occasional ad hoc committee. They acted as a Committee of the Whole.

There are always two sensitive issues between boards and superintendents. One is the matter in which complaints are handled, be they matters of personnel, program, building maintenance, or the way a principal treats a teacher. Frequently, individual board members are contacted directly by a complainant. Instead of listening courteously and referring the matter to the superintendent, a board member often sympathizes and takes the matter to the full board at a regular meeting. Some board members are anxious to assert their suddenly bequeathed power and authority which as individuals they do not have.

If a complainant cannot get satisfaction through the administration, he then should take his complaint to the board where all sides can be heard.

Secondly, individual Board members should not as a matter of personal favoritism interfere in the hiring of employees, in purchasing, or in the letting of contracts. Nor should an individual member's recommendation to change textbooks or courses of study be approved by the full board without staff consultation.

It is a sad commentary in many large cities that lay people experienced in law, business, personnel management, etc. will not voluntarily run for school boards. Ninety years of experience in Kansas City shows they will if invited.

Under present means of electing board members in the Kansas City School District, anybody meeting age and residence qualifications can run;

but even then the list of candidates is short. Those who run may be well-intentioned and believe strongly in education; but they lack background in the varied and complex aspects of a large corporate enterprise. Many who are capable cannot stand the harangue. Some run for specific and narrow reasons, and because of the intensity of their feelings ignore the dictates of common courtesy and the rules of parliamentary procedure.

It was inevitable and correct that the method of electing school board members should change and provide area representation. The 1960's were times of unrest. The Great Society program of the Johnson administration stimulated activity and hope among the minorities and the poor. In Kansas City the white middle class and power structure were moving out of the School District. For years most board members lived in upper middle class neighborhoods ^{were} and perceived in their isolation as not understanding the needs and interests of minorities. By 1970 the black enrollment was approaching fifty percent. The demographics of the School District were changing. National social unrest often led to rioting in the cities, including Kansas City.

In spite of the current feeling towards the present Kansas City Board of Education, I believe that Board members should be elected by the voters of the School District. In order to get experienced people to handle the non-instructional affairs of the District I would recommend that a consortium of representatives from business, labor, the law, minority organizations and women's groups be formed--all living within the Kansas City School District. The consortium would set up procedures to identify, invite, and screen individuals living in sub-districts and those who could serve at large. Conceivably, they could offer two candidates for each vacancy. In addition, individuals not so recommended could file. In offering their recommendations, the consortium should

publicize their qualifications. I would suggest that Mayor Richard Berkley and Councilman Emmanuel Cleaver take the initiative together in forming such a coalition and after the scope of work has been outlined and the group organized, that they withdraw from active participation.

The election of a Board with a broad vision as well as local concerns is basic; but it is a first step. The superintendent is not a man in an enviable position. He has many groups to deal with: a board, a system of board committees, a desegregation monitoring committee, a federal judge, a state department, employee organizations, the media, and the public in its various forms. The administrative staff appears to be neither sleek nor free of cross-currents. It will take time to smooth out the machinery.

Selecting a Superintendent

Before steps are taken to fill a vacancy, the Board should identify the skills they want in a superintendent as well as the educational and professional background --such things as public relations skills, instructional leadership, business management and note the extent to which he trots from place to place like the man who came to Kansas City and said "my next goal is Chicago"

There are two common ways to select superintendents. One is to select a consultant who specializes in searching and evaluating. He does all preliminary work to the point of recommending one or more candidates to the Board for their interviews and evaluation. Superintendent searching has gotten to be big business for retired administrators, college professors, and educators turned entrepreneurs. Many of them have their biases.

The second way is for board and staff committees to perform the same tasks. Consultant fees can be avoided, but it is a time-

consuming task.

Public Relations

The best public relations for the schools are handled by the board and superintendent for the larger community, and by principals and their staffs for school communities. Technical skills are important in both instances; but the quality and success of their endeavors depend on the unity of purpose which all feel, the general morale of both the board and staff, and the willingness to listen to problems and answer questions in a straightforward manner.

The second ingredient which is important but cannot be relied on exclusively are the efforts of a public relations staff to provide news and articles of general interest and build friendly contacts with all media, both city-wide and community-wide. Human interest stories and the actions of the Board of Education make good copy.

The public and its leaders are always sensitive to conflicts between the Board and Administration and respond by failure to support tax levies and bond issues that raise taxes. The present condition in the Kansas City schools is replicated in a lesser degree between 1947 and 1954. For seven years Herold Hunt had been superintendent and had made significant changes in the organization and the curriculum. He was an excellent speaker and organizer. He cultivated the leader of the power structure, belonged to their clubs, periodically met with the press. The seven years after he left there were two superintendents, one man served as acting three times. The NEA held an investigation on teacher unrest and Board behavior. One superintendent led the schools into a shortened school year; the other was suspicious of board members. When quiet was restored and a positive program was evident, elections

were favorable.

Before elections there must be honest, straightforward presentations of need and requests for reasonable tax increases, if needed. The forces consistently opposed to real estate tax increases are owners and developers of large real estate holdings and older people living on fixed incomes. They need different attention than that given parents, who alone have not passed school propositions. Endorsements from large and small organizations must be sought. Big business is more supportive today than it was twenty years ago.

Warning Signs as Indications of Problems - Support the State Might Have Given

The 1960's were turbulent years for education. Massive infusions of money under the Great Society program of President Johnson were directed toward community action programs and the elimination of de facto segregation. Considerable criticism was directed against schools in the cities for their slowness in integrating, the failure to reduce the number of highschool dropouts, and low test scores.

In the mid-1950's the Civil Rights Commission approvingly cited the Kansas City schools for their efforts in promoting integration, as did the National Conference of Christians and Jews. But because the Board did not accept the evolving de facto interpretation of desegregation, this position clouded all issues.

Because of the booming birth rate and immigration, the schools in the black community, old and in need of replacement, could not handle the number of pupils. Half-day sessions were unthinkable, and for more than a decade pupils were transported throughout the district to white schools that had empty rooms. New buildings were planned and erected. Old ones were made safe and and refurbished; but there were not enough funds to replace the old structures, a condition which was interpreted

as a "don't care" attitude on the part of the board and administration.

If the state would have provided funds to replace the old structures--which, of course, is being taken care of today by court order--much tension would have been relieved then, and there would be fewer problems today.

It has been generally agreed among social scientists and educators that the disadvantaged child in inner cities needs special help to succeed in school. Compensation for the deficiencies resulting from a sterile and unstimulating environment requires various kinds of program enrichment and small classes. On two occasions I joined the eloquent Superintendent Kotter from St. Louis, urging education committees of the General Assembly to create a special education classification for these children and direct funds for their needs. Nor could we arouse the state department of education to help us.

It was widely discussed in the 1960's and 1970's among city school superintendents and their boards of education, and supported by the U. S. Office of Education, that the needs of urban districts were vastly more complicated than those of rural, small town, and suburban school districts. The concentration of large numbers of the poor and minorities in inner cities and their hopelessness and problems were not understood in those states, including Missouri, where non-urban legislators and officials held the balance of power.

The first kindergarten in public schools in the United States was established in St. Louis in 1873. Kansas City introduced it in the 1890's. The state would not permit state aid to be calculated for attendance until after the Second World War.

James C. Hays
Sup. of schools, KCMO School District
 W-8 1955-1969



APPENDIX X



Honorable Joe Kenton
State Capital Building
Room 317C
Jefferson City, Mo. 65101

Dear Joe,

It was pleasant visiting with you last week, especially discussing problems in the Kansas City School District. The concern I wish to address myself to is changing the method of electing school board members in the KCSD, as recommended by the Governor's task force on management of KCSD.

It is my understanding the Governor's committee has proposed that the Governor appoint nine school board members, perhaps four of the nine members to be minority, from twenty-seven persons nominated by local groups.

The present method of electing school board members was approved by the Missouri legislation and first elected in 1970. Historically, six staggered school board members were selected by the democratic and republican county committee members and for many years, all school board members lived within a ten-block radius in the Southwest area of the school district. The only provision in Missouri law to elect someone else was the write-in candidate and no write-in candidate was successful. After an extensive and unsuccessful campaign to place a black member on the school board, the joint county committee members appeased the community and appointed Dr. John Ramos, a prominent black doctor in Kansas City, now deceased.

During the eighteen years the present law has been in effect, the electorate had an opportunity to meet candidates at numerous meetings and question candidates and vote for the candidate of their choice. Voters think that certain board members have been excellent, others were considered poor, but all board members were elected. Overwhelming problems in a school system with desegregation, Board-Superintendent relations, inadequate finances, public relations, and others can make or break a board or individual board member.

While many voters may be angry with the school board or the system, I can't believe the electorate would be willing to give up the right to elect board members through a similar system like the old county committee selection process.

I urge you and all member of the House Select Committee to think hard and long before you recommend that the rights of citizens to elect school board members be taken away. The citizens may not always make a wise choice in their elected

officials. It would be a big step backward in Democratic democracy. Next they will want ~~to~~^{the} Governor to appoint our state representatives after, of course, the President appoints the Governor. Who appoints the President? Why God and Ollie North, of course.

I'm sure the task of the committee will be difficult, but I appreciate the efforts of you and the committee.

Sincerely,

Robbie R. Tyler

Mrs. Robbie R. Tyler
Former Board Member KCSD 1970 - 1976
Chairman 1974 - 1976

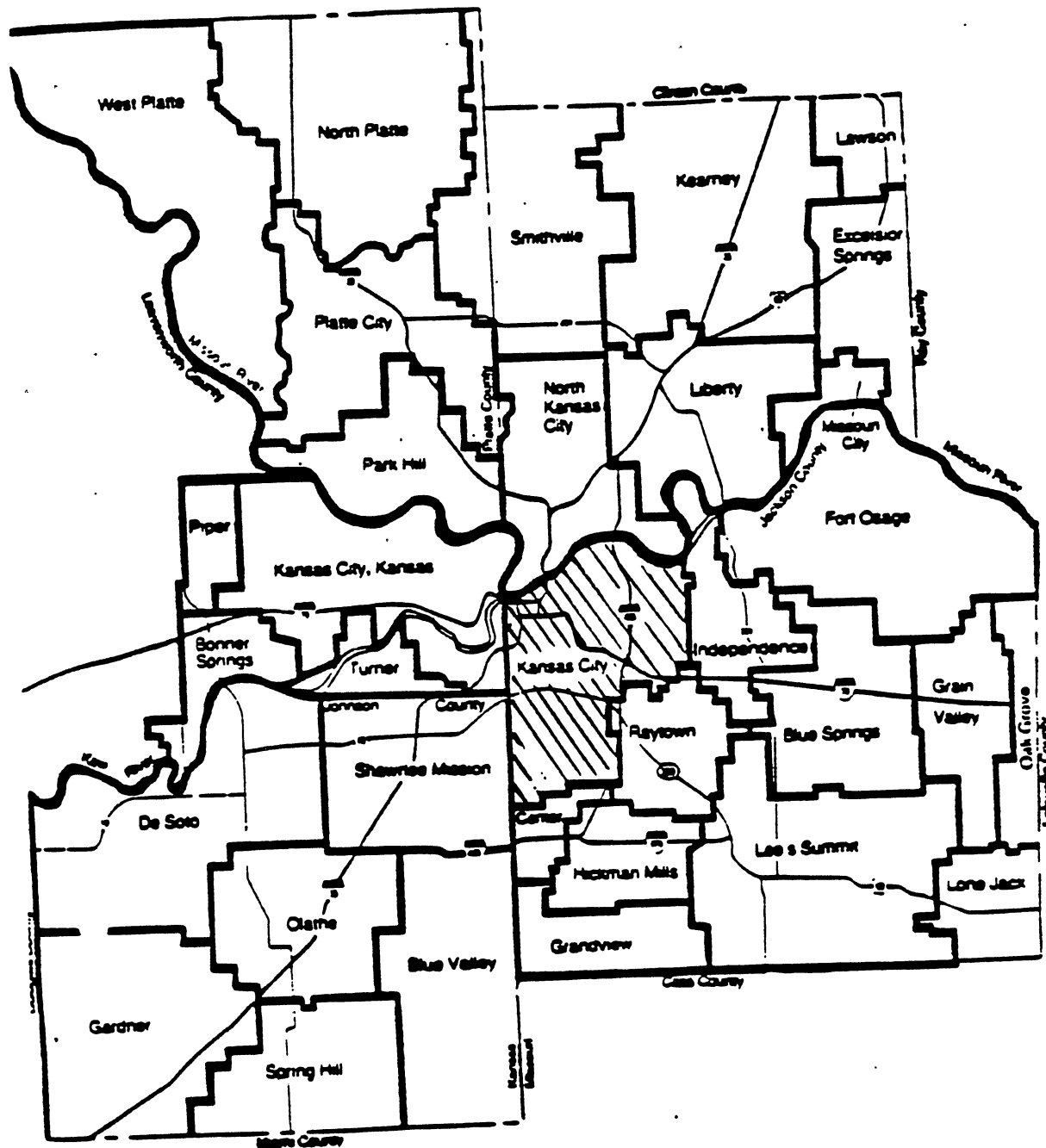
cc: James Bonadona

APPENDIX Y



The School District of Kansas City, Missouri

SCHOOL DISTRICTS IN METROPOLITAN KANSAS CITY



Park Hill

Ft. Osage

Liberty

**DISTRICTS THAT ABUT THE
KANSAS CITY SCHOOL DISTRICT**

North Kansas City 74 School
District

Kansas City 33 School District

Independence 30 School District

Raytown C-2 School District

Center 58 School District

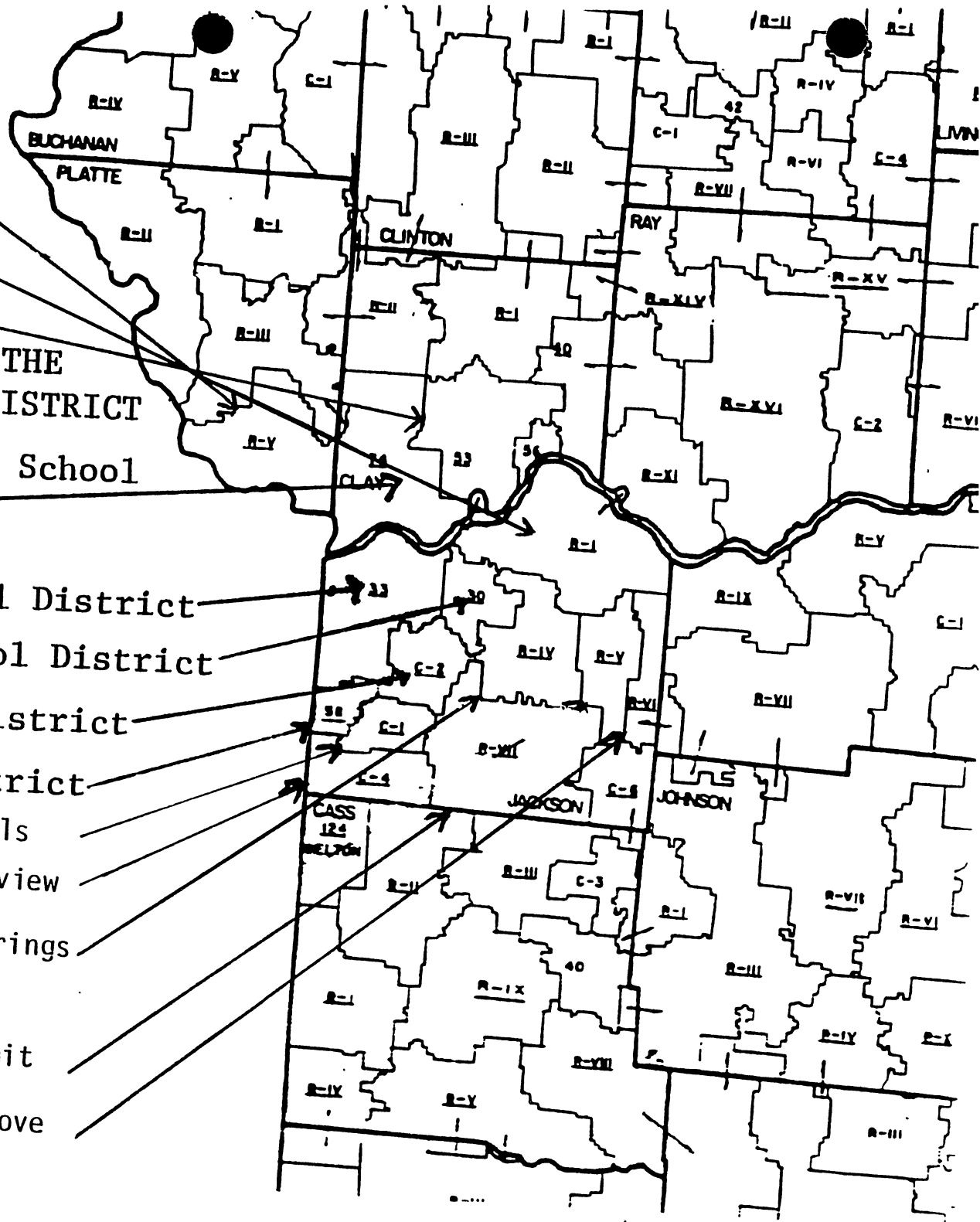
Hickman Mills

Grandview

Blue Springs

Lee's Summit

Oak Grove



Clay County SCHOOL DISTRICTS

Excelsior Springs School District: P.O. Box 248, Excelsior Springs, 637-3165.

Kearney School District: P.O. Box 108, Kearney, 635-4116.

Lawson School District: P.O. Box 157, Lawson, 296-3214.

Liberty School District: 14 S. Main St., Liberty, 781-4541.

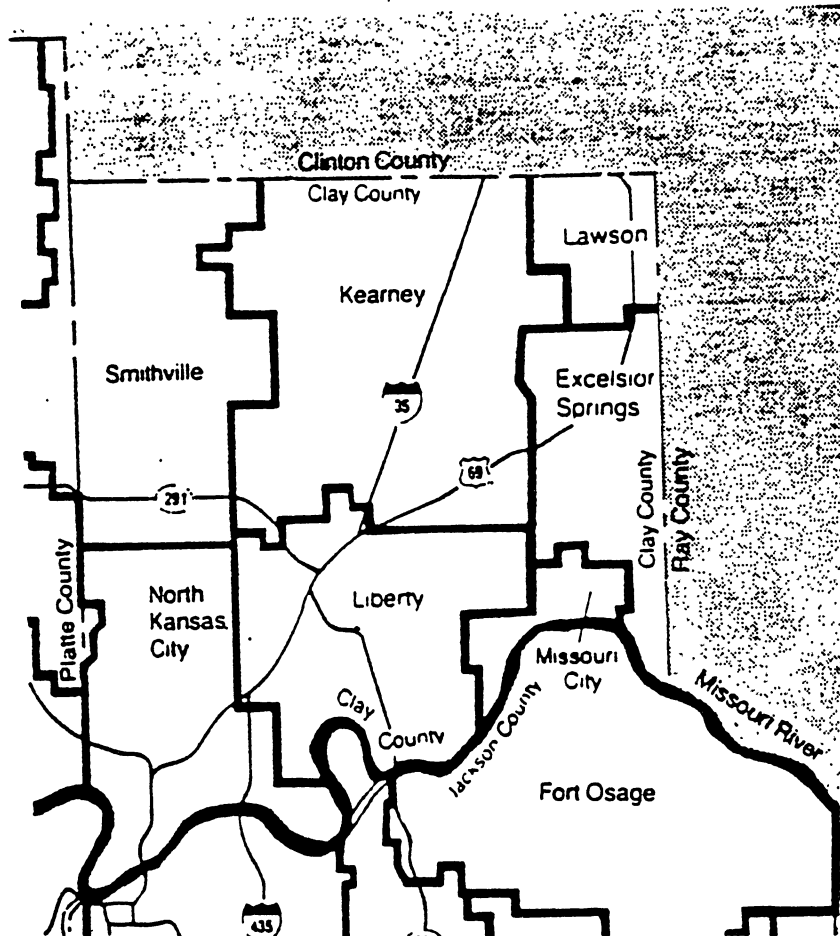
Missouri City School District: P.O. Box 397, Missouri City, 336-4521.

North Kansas City School District: 2000 N.E. 46th St., Kansas City, 453-5050.

Smithville School District: 645 S. Commercial St., Smithville, 532-0406.

CLINTON CO..R-III--539-2183
800 Frost, Plattsburg, 64477

PLATTE R-III--464-5464
Box 387, Platte City 64079



APPENDIX Z

MEMORANDUM

DATE: October 5, 1989

TO: Representative Joseph Kenton and Members of the House Select Committee

FROM: Julia H. Hill, School Board Representative from Sub-district 5

SUBJECT: Governance - Kansas City, Missouri School District

After reading the material you sent, it was rather difficult to understand what you are proposing to govern the Kansas City, Missouri School District.

It stated the following:

- (1) In 1992, one director at large shall be elected for a (two-year) four year term.
- (2) In 1994, two (2) at-large directors shall be elected for a 4-year term and there-
after in alternative elections one director shall be elected for a 4-year term and
then 2 directors shall be elected for a 4-year term.
- (3) Beginning in 1992, in each election each voter in the entire school district
may also vote for 1 candidate from each of the 3 subdistricts.

I am assuming that you are proposing 6-at-large positions on the Kansas City, Missouri School Board.

If you are recommending that all seats on the school board be at-large then you are really asking for less minority representation.

With the present structure of six (6) sub-districts and 3-at-large seats, the black population is assured of only 2 sub-district seats (4&5). This is truly unfair representation when the school district's population is 75% minority.

Another point is that most minorities who are verbal and actively work in their communities would most likely not be able to win at-large seats. This method would allow the majority race to hand-pick the minority representatives - instead of minority persons selecting their representatives.

Being a former president of the Kansas City, Missouri NAACP Branch, I have knowledge of what is happening in most urban districts. Most urban school populations are predominantly minority, and many school board members are elected at-large. On many of these school boards you will find 1 minority - never more than 2 minorities. Most urban school populations are trying to get sub-district seats. St. Louis, Missouri have been trying to get sub-district seats for quite a while.

Kansas City, Missouri School Board has an election in April, 1990 where 5 seats will be up for election. Why not let the citizens of this School District choose their representative in 1990 without interference from legislature?

Last, but not least, the person who suggested this option was not for minority representation and does not speak for black or other minority people.

My name is Joyce Stark and I am a resident of Kansas City, Mo. I am here this morning to commend you for your efforts to bring legislation to the Missouri legislative process which would open new opportunities for reducing the racial isolation of many of the children in the KCMSD. The bill that provides for minority children to enroll in districts other than the KCMSD is a step in the right direction. I do not believe it goes far enough with incentives for either the sending or receiving district but I congratulate you for beginning to work with this issue. It is LONG OVERDUE.

I have been interested and involved with the Kansas City School District for many years. Our oldest daughter was enrolled in kindergarten at Francis Willard the second day we moved to this city in 1968. Our family values educational opportunity that offers children a learning environment that not only challenges their intellectual abilities but also prepares them for life in a democratic society. We purchased a home on the basis of what we believed was an exciting plan that had been developed under then Superintendent James Hazlett. The plan would have clustered three elementary schools and been the first solid effort to desegregate the schools in this city. Evidently in the 1960s there was a great deal of controversy about what steps should be taken to reduce racial isolation in the schools. However, this plan never came to fruition and we found ourselves, along with thousands of others, involved in a long, continuing struggle to desegregate the Kansas City School District...a process undertaken by the District alone with no recognition or assistance from the State of Missouri, and in fact little interest or assistance from any other agency or community.

Superintendent Hazlett recognized the need over 20 years ago of a metropolitan solution to eliminate the racial segregation in the city school district. Residents who heard him speak in the late 1960s will no doubt recall some of his efforts to convince the community that we are a metropolitan community. Superintendent Hazlett contended that if the white exodus from the city school system continued there would soon be segregation by school district instead of segregation by school.

Over the years this has certainly become the reality. A number of other voices have been heard during these two decades warning the community that if steps were not taken the cost to the residents, children and families of this metropolitan area, particularly minority residents, would be very high.

I will mention a few of the attempts to face this issue over the years.

A effort for redistricting under the Spainhower Commission in 1967 and 1968 that may not have had as its publicly acknowledged purpose the desegregation of the KCMSD; however the plan developed certainly would have achieved that. You may recall that this plan, which had considerable merit, was not exactly

warmly received...except by residents of the city district and even those were few in number. The proposal required action by the Missouri legislature and no committee action was ever taken on the measure, so it died.

An effort to bring about desegregation through legal means in 1973 when the SCLC filed a suit in federal court against the Kansas City district; the district then filed a motion to add other Missouri school districts as additional parties. There was never any action...in fact, never any ruling on this because the SCLC found itself without funds to proceed.

Other efforts through the years addressed this same issue.

49-63 Coalition filed a lawsuit which attacked the district policy on student transfers and asked for a desegregation remedy.

In 1975 a group called the Multi-Racial Coalition developed a paper which was presented to the school board requesting that efforts be undertaken to bring about a metropolitan desegregation plan. At this time the interdistrict transfer was seen as a very real possibility.

Then a Community Desegregation Task Force appointed by the KCMSD board and including members from a number of groups and areas of the city...not only school district patrons...also brought a recommendation for a metropolitan solution. In fact, steps for necessary legal action were explored and some members of the task force reviewed other interdistrict and metropolitan plans.

In May of 1977, the KCMSD board, of which I was a member, filed a lawsuit in the federal courts requesting a metropolitan desegregation remedy. That suit began the long process which resulted in the current desegregation plan being implemented in the KCMSD.

There were also other intervening actions.

. The U.S. Civil Rights Commission issued a study which called for a metropolitan remedy for the segregation of schools in this community.

. Proposing state legislation for an interdistrict transfer plan was discussed on a number of occasions. One instance in particular occurred when members of the St. Louis City School Board, the Kansas City School Board and leadership of the House and Senate education committees along with representatives of the State Department of Education met in Columbia, MO to hear a presentation of the "Milwaukee" plan which was an interdistrict metropolitan desegregation effort that was achieving success. There was legislation drafted...but those of us who went to testify for the bill realized it would not reach the floor of either house.

. Various groups in the city and, in fact, the surrounding districts have discussed a metropolitan solution for years.

Church groups, civic groups, and other organizations have requested programs on the purpose and possibility of a metropolitan remedy over the years.

IT IS NOT A NEW ISSUE.

IT IS TIME FOR ACTION.

TOO MANY CHILDREN HAVE ENTERED AND LEFT THE PUBLIC SCHOOL SYSTEM IN OUR COMMUNITY WHO HAVE NEVER HAD AN OPPORTUNITY TO PURSUE EDUCATION IN AN ATMOSPHERE THAT IS NOT RACIALLY ISOLATED.

I do not personally have a legal background and I am not a legislator. I cannot tell you if this bill offers the best possible solution. I do know it is a step in the right direction.

I urge you to continue to develop this concept and to move ahead to end these years of strife and inaction...an pain for so many in our community. I know from the history across this country that there is legal standing for what you may do. I know from the experience in other school districts that there is the possibility of very real success from what is proposed.

AND...BEYOND THE LEGAL ISSUE..

THERE IS A MORAL ISSUE...

HOW LONG ARE SOME PEOPLE TO WAIT..BEFORE THEY ARE PROVIDED THE OPPORTUNITY TO FULLY PARTICIPATE IN OUR DEMOCRATIC INSTITUTIONS..AS EQUAL, AND NOT SEPARATE PARTNERS.

Thank you again for the opportunity to speak with you.

Joyce C. Stark
7408 Grand
Kansas City, MO 64114





George F. Garcia, Ed.D.
Superintendent

October 5, 1989

Honorable Joe Kenton and
Members of the Select Committee
c/o UMKC
5200 Rockhill Rd.
Kansas City MO 64110

On behalf of the Board of Directors of the Kansas City, Missouri School District, I wish to thank you for the time and effort you have spent studying the matters before you. All of your constituencies are well served by representatives such as yourselves who give this kind of careful consideration to matters as they effect our State.

I regret that I cannot be with you personally today and am sending this short letter with just two points for your consideration. Several members of the Board have expressed their intention of communicating with this committee during the coming weeks as this legislation progresses.

The first point I would like to make is that Kansas City has been on record since 1969 as favoring the kind of grass roots representation that the subdistrict system allows. Our city is very diverse in both socioeconomic and racial makeup and requires direct representation of voters in order for all voices to be heard. It is both my own opinion and that of the majority of people with whom I communicate that the State's efforts to remove our discretion from us should be dropped. Ceasing efforts in this direction will allow more time for the State to deal with pressing problems which cry for solution such as the next point I wish to address.

The legislation supporting voluntary interdistrict transfers such as the draft presently before you show signs of increasing awareness of the demographics of our city, state and country. I applaud this legislation recognizing it may undergo many improvements before it becomes a law. I would appreciate the opportunity to discuss various changes as they are suggested. The draft as it is would speak well were it to become a law of Missouri's commitment to both equal and excellent education of all children.

If at any time you or your committee members would like to visit a few of our schools to witness that the Kansas City Schools Are On The Upswing, I would be happy to personally arrange such a visit or visits. Again thank you for your time and ongoing commitment to serving the needs of the people of Missouri.

Sincerely,

A handwritten signature in cursive script, appearing to read "Sue Fulson".

Sue Fulson
President

APPENDIX AA

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KC tax abatement: Boon or burden to taxpayers?

By Gregory S. Reeves
and Chris Lester
staff writers

Tax abatement, savior of Downtown or lug on taxpayers, has jumped almost 20 percent in Jackson County the past two years and now covers property worth almost \$1 billion.

That means \$1 of every \$15 in taxable real estate in Jackson County escapes taxation because of abatement—almost all of it Downtown, the Crown Center area or around the Country Club Plaza.

Abated properties range from the 38-story, \$138-million Town Pavilion to a \$7,800 detached garage on the city's East Side. High-rise condos, hospitals, restaurants, service garages and parking lots by the dozen enjoy abatement.

The *Kansas City Star* analyzed a list of 1,125 tax-abated properties by computer to obtain a picture of abatement and its effect on the local real estate tax base.

The list was provided by John Kelley, manager of the Jackson County Division of Property. He believes abatement has gone too far and has fought in court to put some abated properties back on the tax rolls, at least in part.

Abatement was created in Missouri law 44 years ago as an incentive for the redevelopment of blighted or deteriorating areas.

Under the most common type of abatement, known as Chapter 353, developers are freed from real estate taxes on the new value of a property for at least 10 years, then pay half the normal amount for 15 more years. Tax abatement limited to 10 years also is available, known as Chapter 99 redevelopment.

Crown Center, for years a cluttered collection of run-down properties known as Signboard Hill, became Kansas City's premier example of tax abatement. Most Crown Center properties have reached the second phase and are now paying partial taxes amounting to at least \$2.4 million a year.

But controversy has accompanied the growth of abatement in recent years as the practice has extended into the largely upscale Country Club Plaza area. Kelley, for one, believes abatement has gone beyond its original useful purpose of keeping businesses Downtown.

And higher taxes in suburban areas, such as Blue Springs and Lee's Summit, haven't prevented people from moving there by the thousands, Kelley said.

"People are voting with their feet," he said. "If we are actually going to have real growth, it's not tax abatement, it's real services that will make it happen."

Proponents, however, believe abatement has done nothing less than keep Downtown off economic life support. Without it, they say, the rush of businesses to Johnson County would have been a stampede.

"It's all we have to offer," said Brian Collins, president of the Economic Development Corp., the city's primary umbrella agency for redevelopment. "Tax abatement has prevented the total flight of commercial and office space from Kansas City to the more easily and cheaply developed suburban areas."

A bite on schools

School officials can get more nervous than anyone about abatement, because it hits their budgets harder than any other government agency. Every tax dollar lost to abatement costs schools 50 cents or more, according to county and school officials.

In Jackson County, the Kansas City School District carries virtually the entire burden of tax abatement.

All but two of the 1,125 abated properties are in the district, *The Star's* study showed.

"That's where the blight is," Collins said. "The older areas of the city are in the Kansas City School District."

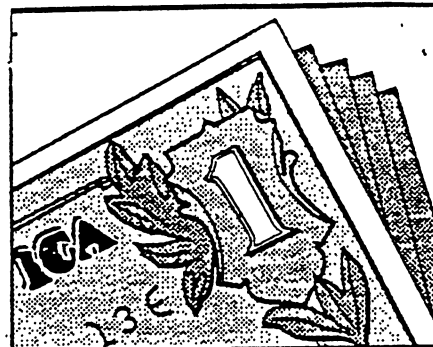
As such, more than a fifth of all real estate value within the district is not serving as a source of revenue.

Abatement costs Jackson County more than \$19 million a year in foregone real estate taxes, including about \$12.4 million a year for Kansas City schools, according to *The Star's* study.

The effect on the school budget, however, is reduced because owners of some of the largest abated properties make payments in lieu of taxes under agreements with the city.

A school district lobbyist, Steve Hurst, said the district isn't counting its lost tax dollars; it's looking to the day when the big projects start paying taxes.

"There has been almost no abuse of abatement as far as we're concerned. It's been handled pretty responsibly in Kansas City," Hurst said.



Properties worth nearly \$1 billion are left off the Jackson County tax rolls because of abatement. These 1,125 pieces deny the county \$19 million a year in taxes. The 25 most valuable of the properties are profiled on page 14A.

"It's definitely going to be a long-term benefit to the school district," Hurst said. "As those parcels come on line, they'll be tremendous assets to our tax base."

Property tax abatement is starting to spread from the center city. Most notably, breaks have been approved for SullivanHayes Cos. of Denver to assist redevelopment of more than 500 acres of mine-scarred property west of Bannister Mall, in the Hickman Mills School District.

Hickman Mills Superintendent Kirby Hall said school officials supported the SullivanHayes project because it will create jobs and other benefits.

But Hall added that district leaders were concerned about cities' ability to give away school tax dollars without

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school officials having power to intervene.

"There's no generic answer to the question of whether abatement is good or bad. It really depends on the project," Hall said.

Fleeing reassessment?

More than 90 percent of abatement in Jackson County has gone to Downtown, Crown Center and the Country Club Plaza-Westport area, according to *The Star's* study.

One in four of all office buildings over three stories in Kansas City is now tax-abated, *The Star's* study shows. Those projects enjoy almost 60 percent of the total dollar value of abatement.

Other abated properties include 183 single-family homes, 166 condo units, 52 surface parking lots, 18 storage warehouses, 12 parking garages, nine hotels, six restaurants and four banks. All parking lots are abated in connection with buildings.

Kelley and other critics contend abatement has grown excessively since 1985, when statewide reassessment and classification increased property taxes on businesses.

As a result, abatement has become an attractive way for commercial property owners to escape the tax burden, Kelley said.

Some developers dispute that contention.

"We totally looked at it in terms of whether our competition had it. If you build ... you want to play on a level playing field," said Ted Murray, president of the Winbury Group Inc. and developer of the FountainView office project near the Plaza.

Murray said abatement allows developers to offer lower rents.

In 1987, the total market value off the tax rolls because of abatement was \$811 million. Because of recently completed projects and rising property values, that figure jumped to more than \$970 million this year.

The abatements mean that almost \$20 million a year in real estate taxes that would otherwise be collected are foregone, Kelley said.

One Kansas City Place, for example, is the city's highest skyscraper and has a market value of \$95 million, but pays taxes on less than 1 percent of that value, according to county records.

With a similar abatement deal, the owner of a \$75,000 home in Kansas City would be assessed as though the home were worth \$375 and would pay about \$4.50 in real estate tax.

Irving Achtenberg, a Kansas City lawyer who sued to stop the tax-abated R.H. Sailors & Co. and Steps of the Plaza projects, said abatement had helped developers more than the public recently.

"The issue is whether a project fills a development need of the community," Achtenberg said. "The loss of real estate taxes is acceptable if it fills such a need. But developers went where the profit was, not where the need was."

Achtenberg said abatement in the '80s has been granted more often to massive office, hotel and condominium projects than to affordable housing.

Only about 8 percent of tax abatements have gone to areas outside the city's three prime commercial districts of Downtown, Crown Center and the Plaza area.

Many of the tax-abated single-family homes are in two suburban-style subdivisions in the central city—Citadel Center and Renaissance Place.

A study issued in March by the planning firm of Ochsner-Hare & Hare said Kansas City's use of tax abatement had paid off.

The firm studied 48 Chapter 353 redevelopment projects since 1950 and said Kansas City and the school district both saw "immediate net increases in revenue from other sources generated as a result of redevelopment." The study also said abated projects carried their share of the cost of city services.

Achtenberg rejects that conclusion.

"The study assumes projects would not be built without tax abatement, which cannot be proved," he said.

Mark Bunnell, executive director of the Land Clearance for Redevelopment Authority, which administers 10-year abatements under Chapter 99, says there's no doubt abatement was the key

to many of the projects.

"It's always a question of those believe in this public purpose, and those on the outside.... They don't know how difficult it is to do these deals," Bunnell said.

Real estate lawyer Mike White said there is no question that some abated projects could have been built without tax breaks, "but the real issue is whether they would have."

White said Kansas City's position on a state line guarantees that the stakes of abatement will remain high.

"Would all of these projects be built? The only way to find out is say no and see if they go to Kansas," White said. "So far city officials have been unwilling to take that risk."

Businessman Oliver Pleasure, owner of the only tax-abated detached garage in the county, at 1211 Park Ave., says abatement has helped spur redevelopment of the Independence Plaza area around 12th Street and Park Avenue.

"Practically everyone up here has tax abatement," said Pleasure, who also owns a duplex and other nearby properties. "With or without it, my intentions were to develop the land I bought here. But it is quite helpful."

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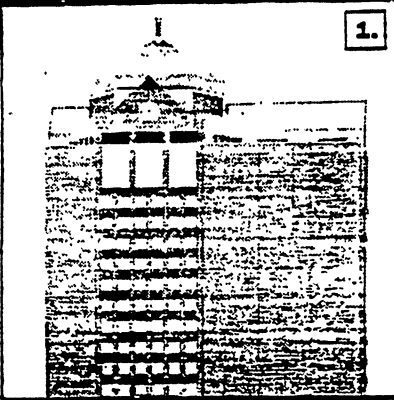
THE BILLION-DOLLAR BREAK

Nearly \$1 billion in real estate is off the tax rolls and more than \$19 million a year in taxes are foregone in Jackson County because of tax abatement on 1,125 properties, a computer study shows. Here are the top 25 properties:



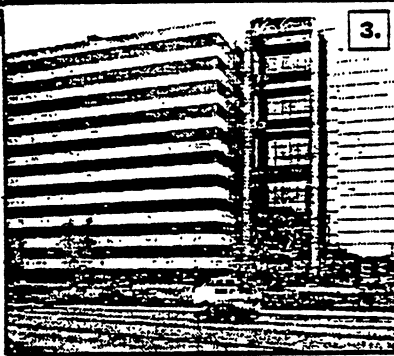
Rank, building, address	Abated market value	Taxes lost per year
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DOWNTOWN



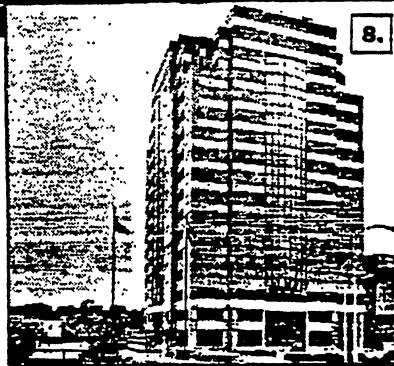
1. Town Pavilion, 1111 Main St.	\$136,964,000	\$3,421,700
2. One Kansas City Place, 1200 Main St.	93,324,000	2,331,500
4. Allis Plaza Hotel, 200 W. 12th St.	42,917,000	1,072,200
6. Commerce Bank, 1000 Walnut St.	37,621,000	939,900
7. Twelve Wyandotte Plaza, 120 W. 12th St.	32,652,000	815,700
10. United Missouri Bank, 11th & Walnut streets	29,049,000	725,700
18. Boatmen's Center, 920 Main St.	16,836,000	420,600
20. Town Pavilion garage and offices, 1200 Grand Ave.	15,639,000	390,700
24. Mark Twain Tower, 106 W. 11th St.	6,588,000	164,600
25. Rivergate Center, 600 Broadway	6,509,000	162,600

CROWN CENTER AREA



3. Two Pershing Square, 2300 Main St.	46,420,000	1,159,700
5. Hyatt Regency hotel, 2345 McGee St.	38,573,000	963,700
11. Crown Center office complex, 2400 Pershing Road	28,843,000	720,600
12. Hallmark Innovation Center/Parking, 2650 Gillham Road	25,426,000	635,200
13. Mutual Benefit Life/IBM Plaza, 2345 Grand Ave.	23,640,000	590,600
14. Shops, Westin Crown Center hotel, 1 Pershing Road	21,289,000	531,900
19. Mutual Benefit Life, 2323 Grand Ave.	16,610,000	415,000
21. One Pershing Square, 2301 Main St.	10,933,000	273,100
22. 2405 Grand building, 2405 Grand Ave.	9,500,000	237,300

COUNTRY CLUB PLAZA AND WESTPORT AREA



8. Plaza West, 4600 Madison Ave.	30,260,000	756,000
9. Twentieth Century Tower, 4500 Main St.	29,365,000	733,600
15. One Main Plaza, 4435 Main St.	18,307,000	457,300
16. 4900 Building, 4900 Main St.	18,231,000	455,500
17. Marriott Plaza Hotel, 4445 Main St.	17,624,000	440,300
23. Manor Square, 4050 Pennsylvania Ave.	9,076,000	226,700

TOTAL	TOTAL
\$762,196,000	\$19,041,700

NOTE: The tax loss was derived by taking 32 percent of market value (the assessment rate on businesses) and applying the 1988 levy rate of \$7.81 per \$100 assessed value. The rate consisted of \$5.27 total county levy, \$1.44 replacement tax on businesses and an average Kansas City levy of \$1.10.

Source: Analysis of Jackson County appraisal records

Star chart

End



APPENDIX BB



The District
of Kansas City, Missouri

Memorandum

To: KCMSD Staff
From: George F. Garcia
Subject: GOVERNOR'S TASK FORCE
Date: February 1, 1989

A handwritten signature in dark ink, appearing to be "G. Garcia", is written over the "From:" line of the memorandum.

Shortly, KCMSD staff members may be receiving inquiries from representatives of the State of Missouri, or others, requesting meetings or information about the District for possible use in connection with the Governor's Task Force which is planning to investigate the District.

We intend to cooperate with all reasonable inquiries from the Task Force. In order to allow my office to coordinate the District's responses and to avoid unnecessary intrusions at schools or imposition on staff time, all inquiries from the State or the Task Force should be directed immediately to the District's legal counsel, William Dittmeier (phone: 374-0371). No one should respond to any such inquiries, oral or written, without first discussing the matter with Mr. Dittmeier.

Thank you.

GFG/sr
901037

APPENDIX CC

QUESTIONNAIRE RESPONSES: SUBURBAN SCHOOL DISTRICTS JULY, 1989

SCHOOL DISTRICT	1983 BLACK	ENROLLMENT TOTAL	%	1988 BLACK	ENROLLMENT TOTAL	%	PRORATA 1993 BLACK STUDENTS	ADDITIONAL FOR 12% BLACK - 1993
Blue Springs	86	8,600	1.0	314	10,655	2.9	8.68%	354
Center	327	3,093	10.6	666	2,825	23.6	52.6	
Fort Osage	25	5,348	0.47	52	5,196	1.0	2.14	512
Grandview	487	4,818	10.0	720	4,437	16.2	26.3	
Hickman Mills	1,569	8,718	18.0	2,273	7,576	30.0	51.2	
Independence	140	11,627	1.2	186	11,148	1.7	2.3	1,081
Lee's Summit	103	7,685	1.3	111	8,574	1.3	1.3	917
**North Kansas City	174	15,429	1.1	311	15,506	2.0	3.5	1,318
Park Hill		6,145		216	6,749	3.2	3.2	594
Raytown	662	8,570	7.7	914	8,162	11.2	16.3	
*Liberty	101	3,676	2.7	124	4,078	3.0	3.2	359
								5,135

*The information from Liberty was provided after the hearing at which this chart was discussed. This information was added to the chart at preparation of this report.

**Some figures from North Kansas City were provided after the hearing at which this chart was discussed. This information was added to the chart at preparation of this report.